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ABSTRACT

This publication contains 36 short essays on the reauthorization of the National and Community Service Act. It begins with two introductory papers: "Visions of Service: The Future of the National and Community Service Act" (Sagawa, Halperin) and "Historical Background: An Overview" (Sagawa). Section I, Why Service?, contains 15 essays: "A Mandate for Liberty" (Barber); "The Challenge of Community Building" (Dirks); "Large-Scale Community Service: Two Considerations" (Etzioni); "A Source of New Leaders" (Myers); "How the National and Community Service Act Can Help Advance Education Reform" (Gomez); "Needed: A More Compelling Mission and Stronger State Organizations" (Kielsmeier); "It's a Worrisome Thing..." (Parsons); "Making Service-Learning the Center of the Debate on School Reform" (Townsend); "Moving in from the Margins" (Wutzdorff); "Our Vision of Youth Service" (Young People for National Service); "America 2000 and Service-Learning: A Promising Partnership" (Youth Service America Interns); "Youth Service: Pervasive, Local, Empowered, Positively Driven, Personally Invested" (Calhoun); "Youth Service Is Also about Changing Adults" (Halperin); "Educating for Service" (Hesburgh); and "The Heroic Search" (Sawyer). Section II, What Is Service?, has three essays: "What Is Wrong with This Picture?" (Chi); "The Critical Link between Service and Advocacy" (Hausner); and "Youth Service: The Best Solution-Strategy Around" (Wolf). Section III, Who Shall Serve?, consists of four essays: "Community Service and Student Financial Aid" (Gupta); "Linking Young and Old through Intergenerational Service Programs" (Scannell); "A Vision of Opportunity and Diversity" (Schmiegelow); and "Challenging Conventional Wisdom about Racial and Social Class Integration in Service Programs" (Stoneman). Five essays are found in

Section IV, Where Are We Headed?: "Summer and Service: Transforming Youth Service into a Movement" (Briscoe); "Youth Service: Building Community" (Burkhardt); "Toward National Service as an Institution" (Eberly); "Community Service and the Transformation of the American University" (Harkavy); and "Not Only Bowls of Delicious Soup: Youth Service Today" (Karasik). Section V, How Shall We Get There?, contains nine essays: "A More Connected and Empowered Approach to Service" (Basl); "National and Community Service: Strengthening the Next Phase" (Clark); "On Advancing Community Service" (Coolidge); "A Critical Look at Educational Effectiveness" (Kong); "Incandescent Youth" (Landrum); "A Step in the Right Direction" (Quinn); "Incentives for High Quality in Service-Learning" (Schine); "The Second Half of the American Dream" (Sherraden); and "Bookends of a Strong Democracy: The National Service Trust Fund and the Social Security Trust Fund" (Brown). (YLB)

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Visions of SERVICE

The Future of the National and Community Service Act

Benjamin R. Barber
William C. Basl
John Briscoe
Michael Brown
Robert Burkhardt
Jack Calhoun
Bernadette Chi
Todd Clark
Jeff Coolidge
Frank Dirks
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Michael Sherraden
Dorothy Stoneman
Kathleen Kennedy Townsend
Maura Wolf
Allen Wutzdorff
Young People for National Service
Youth Service America Interns

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SERVICE

"In the year 2000, young people will still see problems in the world. Some will be hungry, others homeless, addicted to drugs or illiterate. But in the face of these challenges, young people will not look to elders for the answers, or to their peers, or their government. Instead, this new generation will look into themselves. Public problems will mean personal responsibility. All across this nation, people of all socio-economic, racial, regional, religious and educational backgrounds, of all political beliefs, will unify with a force and direction never seen in this land. The potential of a generation will be unleashed upon our most unrelenting social issues. There will be no service providers or recipients, only responsible individuals solving their own problems. No blame will be assigned, only tasks. Youth service will then be a required rite of passage to work or college. The service ethic will not be limited to the young; it will pervade all generations. For no individual should consider themselves solely service recipients, which breeds dependence and low self-esteem. We all must see ourselves as both provider and recipient, inextricably linked and reliant on each other in order to advance ourselves and our society. This is our new American Dream."

Bryan Tramont
1991 Intern Youth Service America

"It is from numberless diverse acts of courage and belief that human history is shaped. Each time a man stands up for an ideal, or acts to improve the lot of others, or strikes out against injustice, he sends forth a tiny ripple of hope, and crossing each other from a million different centers of energy and daring, those ripples build a current which can sweep down the mightiest walls of oppression and resistance."

Robert F. Kennedy

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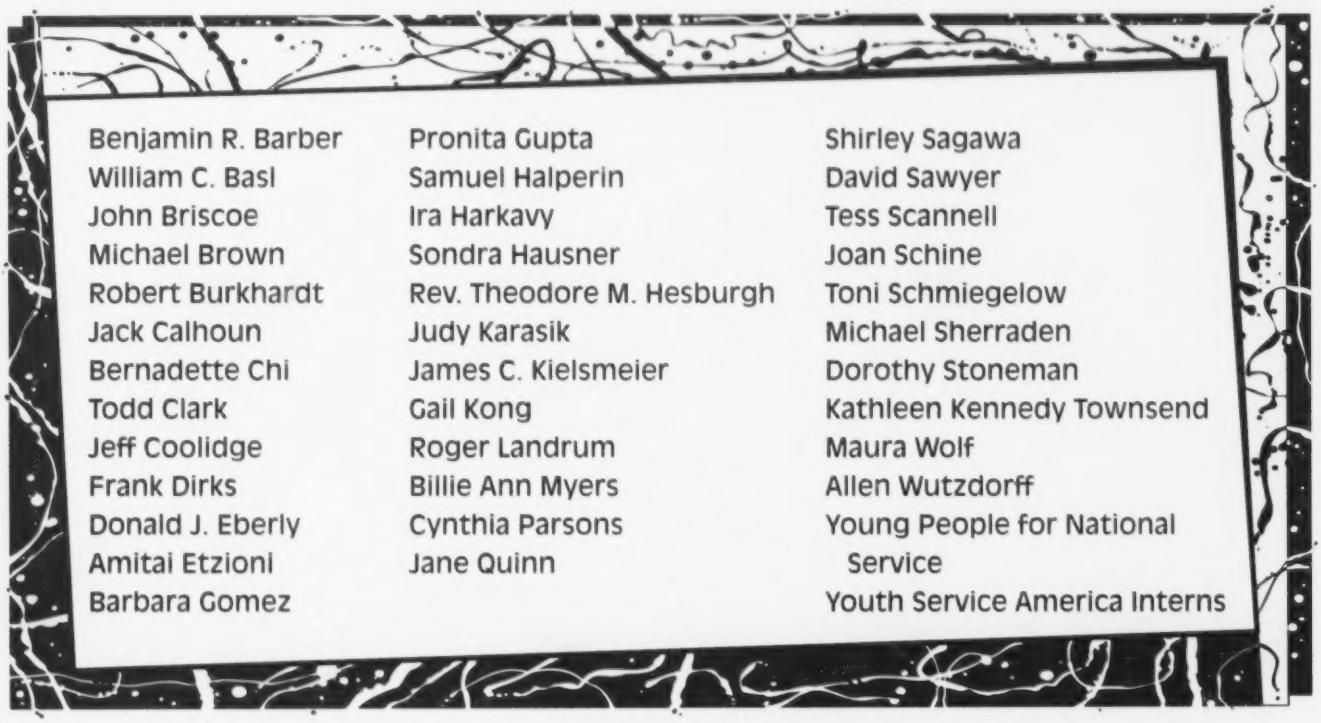
Visions of SERVICE

The Future of the National and Community Service Act



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CONTENTS

INTRODUCTION

Visions of Service: The Future of the National and Community Service Act 1
Shirley Sagawa and Samuel Halperin

Historical Background: An Overview 5
Shirley Sagawa

I. *WHY* SERVICE?

A) Citizenship

A Mandate for Liberty 7
Benjamin R. Barber

The Challenge of Community Building 9
Frank Dirks

Large-Scale Community Service: Two Considerations 11
Amitai Etzioni

A Source of New Leaders 12
Billie Ann Myers

B) Education Reform

How the National and Community Service Act Can Help Advance Education Reform 13
Barbara Gomez

Needed: A More Compelling Mission and Stronger State Organization 14
James C. Kielsmeier

It's a Worrisome Thing. . . 16
Cynthia Parsons

Making Service-Learning the Center of the Debate on School Reform 17
Kathleen Kennedy Townsend

Moving in from the Margins 19
Allen Wutzdorff

Our Vision of Youth Service 21
Young People for National Service

America 2000 and Service-Learning: A Promising Partnership 22
Youth Service America Interns

C) Youth Development

Youth Service: Pervasive, Local, Empowered, Positively Driven, Personally Invested 23
Jack Calhoun

Youth Service Is Also About Changing Adults 25
Samuel Halperin

Educating for Service 26
Rev. Theodore M. Hesburgh, C.S.C.

The Heroic Search 28
David Sawyer

II. *WHAT* IS SERVICE?

What is Wrong With This Picture? 29
Bernadette Chi

The Critical Link Between Service and Advocacy 31
Sondra Hausner

Youth Service: The Best Solution-Strategy Around 32
Maura Wolf

III. *WHO* SHALL SERVE?

Community Service and Student Financial Aid 34
Pronita Gupta

Linking Young and Old through Intergenerational Service Programs 36
Tess Scannell

A Vision of Opportunity and Diversity 37
Toni Schmiegelow

Challenging Conventional Wisdom About Racial and Social Class Integration in Service Programs 39
Dorothy Stoneman

IV. *WHERE* ARE WE HEADED?

Summer and Service: Transforming Youth Service into a Movement 40
John Briscoe

Youth Service: Building Community 42
Robert Burkhardt

Toward National Service as an Institution 43
Donald J. Eberly

Community Service and the Transformation of the American University 45
Ira Harkavy

Not Only Bowls of Delicious Soup: Youth Service Today 47
Judy Karasik

V. *HOW* SHALL WE GET THERE?

A More Connected and Empowered Approach to Service 49
William C. Basl

National and Community Service: Strengthening the Next Phase 51
Todd Clark

On Advancing Community Service 52
Jeff Coolidge

A Critical Look at Educational Effectiveness 53
Gail Kong

Incandescent Youth 55
Roger Landrum

A Step in the Right Direction 56
Jane Quinn

Incentives for High Quality in Service-Learning 58
Joan Schine

The Second Half of the American Dream 59
Michael Sherraden

Bookends of a Strong Democracy: The National Service Trust Fund and The Social Security Fund 60
Michael Brown

INTRODUCTION

VISIONS OF SERVICE: THE FUTURE OF THE NATIONAL AND COMMUNITY SERVICE ACT

Shirley Sagawa
Samuel Halperin

The National and Community Service Act of 1990 seeks to create a nationwide service system to engage Americans of all ages, from kindergartners to senior citizens, in meaningful service to their communities. The legislation will expire in 1993 unless Congress and the President choose to extend it through a process of reauthorization, which may involve minor or major amendments to the Act. This reauthorization will likely coincide with efforts to implement President Clinton's campaign pledge to create a National Service Trust Fund, which would enable students to repay their postsecondary education loans through service. As a result, 1993 is likely to be a landmark year for national service, a year in which the groundwork will be laid for a much more expansive system of service opportunities for the American people.

For this reason, the American Youth Policy Forum and the National Women's Law Center invited leading practitioners and strategic thinkers in the service field to contribute short essays for this publication on the reauthorization of the National and Community Service Act. Authors were not asked to write about specific topics. Nonetheless, these pieces cover well the "who, what, why, where, and how" of service.

Part I of this collection contains works focusing on the goals of the Act—*why* we as a nation should invest in service opportunities. Part II discusses *what* types of service should be supported, and Part III includes pieces examining *who* should serve. In Part IV, authors suggest *how* the Act could be made more effective, while Part V offers visions of *where* expanded service opportunities can take the American people.

It is important to note that we did not invite federal policy makers—the staff and Board of Directors of the Commission on National and Community Service, the White House Office of National Service, and Members of Congress and their staffs—to submit essays, as they are intended to be the primary audience of this collection of essays.

A brief historical backgrounder follows this Introduction for those who may wish to review the events leading to the enactment of the NCS Act in 1990.

* * *

The purposes of the National and Community Service Act are many:

- To renew the ethic of civic responsibility in the United States
- To encourage citizens, regardless of age, income or ability, to engage in service
- To involve youth in programs that will benefit the nation and improve their own lives
- To enable young adults to make a sustained commitment to service by removing barriers created by high education costs, loan indebtedness and the rising cost of housing
- To build on the network of existing federal, state, and local programs and agencies
- To involve participants in activities that would not otherwise be performed by paid workers
- To generate additional volunteer service hours to help meet human, educational, environmental and public safety needs, particularly those relating to poverty

These goals would be accomplished primarily through four major programs to be administered by a newly created federal Commission on National and Community Service:

Serve-America, designed to involve school-age children and youth in service through schools and community organizations, and to bring adult volunteers into the schools;

Higher Education Innovative Projects, offering grants to colleges and universities for campus service programs and to train teachers in service-learning techniques;

American Conservation and Youth Service Corps, funding youth corps in which teams of 14- to 25-year-olds provide community service while they gain essential education and workplace skills.

National Service Demonstration Program, intended to test models for large-scale national service involving adults ages 17 and older.

All NCS programs require an age-appropriate learning component for participants to reflect on their service experiences; an evaluation plan; training and supervision of participants; recruitment of economically and educationally disadvantaged individuals, including those with disabilities; and involvement of participants in meaningful service to their communities.

In addition, the Act supports several smaller programs, and authorizes funding for the Points of Light Foundation and YouthBuild USA, through which disadvantaged young people gain skills in the building trades while they renovate housing for the homeless and rebuild their own lives. All programs, with the exception of these two, are administered by a newly created federal Commission

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Samuel Halperin served as Study Director from 1986-92 of Youth and America's Future: The William T. Grant Foundation Commission on Work, Family and Citizenship, where he directed the preparation of the two 1988 reports on *The Forgotten Half* and over 30 supplementary reports on youth development, youth service and the transition from school to employment. He is the Founder and first President of the District of Columbia Service Corps and now directs the American Youth Policy Forum in Washington, D.C.

On January 14, 1993, President-elect Clinton designated Ms. Sagawa to join the White House Domestic Policy Council as Special Assistant to the President for Domestic Policy.

on National and Community Service, governed by a 21-member Board of Directors appointed by the President and confirmed by the U.S. Senate.

Although Senator Barbara Mikulski (MD) ensured that funds were appropriated for the year immediately following passage of the legislation, the members of the Board of Directors of the Commission were not appointed and confirmed until September 1991—too late to spend the first year's authorized funds. However, the following year, $75 million was appropriated, and the first round of grants was made in June 1992, eight months after the Board's first meeting.

It is through these initial grants that the real promise of the legislation is most evident. For example, Serve-America funds support the training of 200 Maryland teachers in service-learning and subgrants to school districts and community programs that are implementing Maryland's new mandatory service requirement for all graduating students; the Honolulu LAVA project trains at-risk youth and gang members to use mediation to resolve disputes; and Sitka, Alaska's intergenerational program links senior citizens to K-12 students in projects that will enhance the lives of both groups and, in the process, preserve Alaska's oral history.

Among the projects supported by the 58 Higher Education grants are a joint effort of California Polytechnic State University, the California Conservation Corps, and Cuesta College to provide services in a low-income housing complex; a program to enable nursing and other students in the health professions from a historically black college to provide services at a health care clinic in rural North Carolina; and Minnesota's plan to include service-learning in collegiate courses and train K-12 teachers in service-learning techniques through higher education institutions.

Youth corps funds support new and existing programs in 24 states, including a summer youth program of the Inter-Tribal Council of Michigan to provide work experience and leadership opportunities to Native American youth; the Los Angeles Conservation Corps program, designed to heal and rebuild riot-torn neighborhoods; and the Pennsylvania Conservation Corps proposal to establish eight intergenerational crews involving disadvantaged youth and senior citizens.

Finally, the National Service Demonstration Program funds eight models for large-scale national service, including City Year, "Boston's urban Peace Corps," through which diverse teams of youth provide needed services in the Boston area; the Pennsylvania Service Corps, which recruits full- and part-time participants to serve as service-learning coordinators in schools and community agencies; and the Delta Service Corps, a three-state collaboration that assigns 1,000 full-time and part-time participants to projects in the Mississippi Delta.

As these programs demonstrate, the Act has tremendous potential and considerable flexibility. But as we begin the final year of funding (actually only the *second* annual funding cycle), evaluation results are not yet available. Evidence suggests that new local collaborations occurred as a result of various partnership requirements in the Act. The Commission's requirement that every state submit a comprehensive plan often resulted in unprecedented communication and cooperation among service programs within states. And a new energy and sense of possibility—evident throughout the essays in this collection—have emerged at many levels of society. Nonetheless, much remains to be done to realize the full promise of service.

This collection provides a road map. The essays have been divided into four sections representing the what, why, who, how, and where of service:

Why should the federal government support service?

What is service?

Who should engage in service?

How should the Act be amended?

Where will this path take us?

The answers to these questions are basic both to the reauthorization of the Act and to the structure of an expanded system of service envisioned by Americans of many diverse political persuasions.

WHY

The essayists in this volume offer four major reasons for the federal government to support service through the National and Community Service Act. These reasons mirror the goals that informed the original passage of the legislation.

Communitarian **Benjamin Barber** looks to service as "an indispensable prerequisite of citizenship and, thus, as a condition for democracy's preservation." In a well-functioning democracy, every citizen takes responsibility for the conditions of society—whether through voting, serving on a jury, writing to their elected representatives, or providing direct assistance to a neighbor. Service, integrated into the way we educate our youth in both formal and informal settings, contributes to this ideal by instilling in young citizens a knowledge of community needs, a belief in their own power to make a difference, and a sense of duty to do so. If young people fail to internalize this ethic, **Bernadette Chi** reminds us, they themselves are not to blame; rather, we as a nation have not shown them how to be contributing members of a participatory democracy. Through its support of National and Community Service Act programs, the federal government may ensure that the full potential of service to preserve our democratic heritage is realized.

Just as many of those seeking to use service to build citizenship skills look to the school system as the locus of change, a second group of essayists sees service as central to the reform of our education institutions. Service, **James Kielsmeier** contends, is an underutilized tool that supports rather than undermines student learning in traditional subject areas; "[s]ervice-learning brings a motivating dimension into the classroom as students apply skills in solving real-world problems." As schools are restructured to meet the challenges of the 21st century, writes **Barbara Gomez**, service can create learning environments that help young people think critically and creatively, be flexible and reflective, make ethical judgments and act on them, apply learning in work and personal contexts, and prepare for active citizenship. Unfortunately, a perceived false dichotomy between service and education caused many educators to oppose the introduction of a mandatory service requirement in Maryland, leading to a battle pointedly described by **Kathleen Kennedy Townsend**, executive director of the Maryland Student Service Alliance and a leading proponent of the requirement, the first in the nation. As several contributors point out, federal support of service-learning can help educators understand service as a means to a shared goal of preparing youth for productive adulthood, rather than a burdensome extracurricular requirement.

Support for service emerges in a broader youth development context in the third group of essays in this section. Several themes emerge: that youth seek experiences that will validate their existence; that too many youth badly need opportunities to gain job and life skills in a context that builds their self-esteem and empowers them to achieve; and that youth must be understood as important community resources today and as the future leaders of tomorrow. "Service-learning has the capacity to motivate and

turn on the millions of disaffected students who, rich and poor alike, merely take up classroom seat space without sensing much meaning, relevance or connection between their formal studies and society's life beyond the classroom," observes **Samuel Halperin**. But "service is also about helping adults to accept and to value the talents, the needs, the enthusiasms, and the aspirations of young people elsewhere in our society." Appreciated in this way, service is a win-win situation in which communities receive needed services while we develop, in the words of **Father Theodore Hesburgh**, "the minds and hearts of young people."

WHAT

The "what" of service—that is, what type of action counts as service for purposes of our system?—is addressed throughout the essays. The simple answer is found in the Act itself: service must be "meaningful," responding to "unmet human, educational, environmental, and public safety needs, particularly those related to poverty," and it must not displace paid employees or duplicate their work. **Maura Wolf** makes a compelling case, for example, that young people are important resources in the effort to solve the problems of youth, by serving as tutors, mentors, child care assistants, and youth service coordinators. More complex questions are raised by essayists **Sondra Hausner** and **Bernadette Chi**, who call upon service to address the root causes of community problems, and go beyond direct assistance to vigorous advocacy, if necessary. As Hausner writes, "[f]ocusing only on service delivery without the necessary component of working for social change is short sighted; it is a little like deploying buckets to catch the rain falling inside the house. At some point you have to fix the roof." The essays in this part make a strong case that the best service experiences are those in which participants, through reflection and learning, become "accidental advocates" for those they serve.

WHO

While few today would question the positive effects of engaging every American in service to the community, the direction of federal resources toward creating service requirements or opportunities raises great controversy. While several essayists in this volume propound the value of service programs as a means to unite a truly diverse population, no essay supports mandatory full-time service, perhaps the only way to ensure universal participation. Although the provision of certain benefits to servers—including stipends, health insurance, and child care during the period of service, and scholarships and loan forgiveness after—may be needed to attract a diverse group to service programs (and thus to ensure that full-time service not become the province only of the well-off), U. S. Student Association Legislative Director **Pronita Gupta** cautions against tying service to student financial aid, lest only the economically disadvantaged be forced to serve. Similarly, while rejecting the premise that low-income youth should be singled out to serve, YouthBuild USA President **Dorothy Stoneman** argues for federal support of programs "that have grown up within communities segregated by race and class that are mobilizing young people to serve through regeneration of their own neighborhoods."

During debate on the original National and Community Service Act, no issue was more contentious than this. And yet a common ground could be found: use the Act to involve a diversity of participants, young and old, rich and poor, male and female, and of all races and abilities. Use incentives, not penalties, to attract this group, and allow for both internally diverse and non-diverse programs. In this way, national service can be a beacon for the nation.

HOW

The essays in this section are eclectic. Some call for amendments to amplify the positive and minimize the negative effects of the Act.

Several pieces argue for increased attention to service-learning throughout the Act. **Allan Wutzdorff, Joan Schine** and others make a strong case for supporting service programs connected to an ongoing program of learning, particularly in the school setting. Of course, learning through service is a powerful tool whose use is not limited to traditional education institutions. Youth corps programs providing GED classes for high school dropouts should, as **Gail Kong** argues, connect the corps' service projects to GED competencies.

The Act could also be strengthened, according to some contributors, through the integration of service into the school and college curriculum, and according to others, by expanding programs operating after-school and in the summer. Both approaches support the goal of introducing every young person to service.

Essayists also call for a far greater youth voice in program design, operation, and governance as a means of empowering young people and offering them practical experience in goal-setting, decisionmaking and leadership. At the college level, this may mean supporting student-initiated and student-run programs; in lower grades, it may involve adult supervisors acting more as coaches than directors; at all levels, including federal policy making, it means involving young people in genuine leadership roles.

A more complicated set of issues is raised by contributors seeking to build an infrastructure that supports the growth of the field. Specific suggestions include enhancing the ability of agencies to use young volunteers (**Jeff Coolidge, Billie Ann Myers**); bolstering state organizing efforts (**James Kielsmeier**) and local community partnerships (**Frank Dirks**); funding the work of national leadership organizations, national demonstration programs already underway (**Roger Landrum**), and clearinghouses that will provide technical assistance, training, and information "to facilitate both rapid and high quality growth" (**Todd Clark**).

Finally, essayists call for additional resources to support service programs. Some of these funds—perhaps billions of dollars some day—would be provided through the National and Community Service Act. But other funds, from state and local governments, businesses and philanthropic foundations, and federal programs now directed at related issues (such as education and job training), must also be leveraged for maximum impact. The essay by Youth Service America interns suggests, for example, a variety of ways in which the U.S. Department of Education can promote service-learning as a means to achieve the six National Education Goals. **Michael Sherraden** also argues that the College Work Study Program should focus more on *community* service, rather than on-campus work, and that a percentage of all federal youth spending should be used for programs, such as youth service, that promote youth development.

WHERE

Additional essays in this volume together present a dramatic vision of where we might be headed if we make a national commitment to service. **Robert Burkhardt** offers a narrative illustration of how education can be transformed so that millions of young people "can, inside the curriculum of their schools, engage in activities of service and community-building which teach practical

skills while broadening their understanding of the world around them." A summer of service, **John Briscoe** suggests, should become the common expectation and experience of all youth. Universities, according to **Ira Harkavy**, can become more responsible civic institutions with student, faculty, and staff community service at their core. **Don Eberly** envisions making service opportunities, through youth corps and other full-time programs providing stipends and education benefits, available for as many young adults who want them. And **Judy Karasik** envisions a time when service is not just "an impulse toward kindness" toward those less well-off, but a community-building process engaging every individual.

The special challenge of these essays, to the policy makers and practitioners who will read them, is to see that this time is now.

HISTORICAL BACKGROUND: AN OVERVIEW

Shirley Sagawa

The antecedents of the National and Community Service Act are too many to mention—they include federal programs like VISTA, the Peace Corps, and the Depression-era Civilian Conservation Corps (CCC); state and local efforts to engage young people in service through corps, community-based programs, at school and on college campuses; and in national non-profit organizations working to provide an infrastructure that allows such efforts to flourish. In the late 1980s, a coincidence of factors made the time right for comprehensive national service legislation. After a decade of declining government effort to solve social and environmental problems, the need for services was greater than ever. But in the absence of governmental action, many were quick to point fingers without recognizing their own responsibility to resolve local problems. The "me-decade" had taken its toll and too many Americans of all ages felt disconnected from their communities. Young people, in particular, were turned off from public life—appreciative of America's freedoms, but ignorant of what it takes to preserve them.

But young people themselves pointed the way out of this crisis of citizenship by their example: organizing service projects in their communities and asking for more opportunities to become involved. Policy makers responded. In 1988, then-presidential candidate George Bush called for a volunteer service movement to address critical social problems, which he characterized as a "A Thousand Points of Light." Representative Leon Panetta, Senator Daniel Patrick Moynihan, and Senator Chris Dodd proposed an American Conservation Corps to support federal, state and local youth corps modeled on the CCC. Senator Barbara Mikulski and Representative David Bonior introduced a program based on the National Guard through which adults would serve two weekends a month and two weeks during the summer and receive vouchers good for education expenses or toward the cost of purchasing a first home. Senator Claiborne Pell reintroduced legislation supporting a demonstration program to test the provision of scholarships in exchange for full-time service and, with Representative Connie Morella, proposed a Peace Corps training program modeled on ROTC. Senator Edward M. Kennedy proposed "Serve-America" to support service by school-age children and college students; companion bills were introduced by Representatives Bill Ford and Major Owens. Senator Bob Graham introduced legislation to fund programs that bring adults into schools to volunteer, and Senator Dale Bumpers reintroduced bills to provide loan forgiveness to students who took service-related jobs.

The most controversial initiative, however, was a Democratic Leadership Council proposal, introduced by Senator Sam Nunn and Representative Dave McCurdy, to require that students earn their college financial aid through a year of full-time service between high school and college. Opponents of the proposal included students and education institutions concerned that rather than increase the ability of young people to attend college as its sponsors intended, the proposal would dramatically decrease higher education participation. Despite House of Representatives support for youth corps and other service programs, opposition to the Nunn-McCurdy proposal prompted the House Committee on Education and Labor to schedule extensive hearings on the legislation and then to delay committee action on national service for more than a year.

In the Senate, where support for a comprehensive service bill was much stronger, the legislative process moved more quickly. Senator Edward Kennedy, chairman of the Senate Committee on Labor and Human Resources, held four hearings and visited service programs in action. At each one, every program director or youth service advocate was accompanied by a young person. When Phil, a 21-year-old who had done jail time and, afterwards, received literacy training through a youth corps program, read, in halting speech, his statement that "the Corps made me realize I am somebody," Senators seemed to understand immediately the power of service. Likewise, when Emily, a sixth grader, testified that she couldn't pass by a homeless person without feeling she could play a role in ending homelessness, the legislation moved a step closer to enactment. To enable more young people to make the case for service, dozens of programs around the country invited key lawmakers and their staffs to site visits where young people could *show* their representatives the power of service.

With the inspiration of these young servers and the help of a broad coalition of associations—including service programs, youth-serving organizations, educators, labor unions, senior citizens organizations, and children's advocates—Senator Kennedy negotiated a compromise among leading Senate sponsors of service legislation. The Labor and Human Resources Committee then reported the bill by an 11 to 4 vote on August 2, 1989.

On the eve of Senate floor action, an agreement with Senator Orrin Hatch—the ranking Republican on the Labor Committee—resulted in the requirement that states submit a single application. Senator Hatch also negotiated a substantial cut in authorized funding, and added money for the Points of Light Foundation. With these compromises, a dozen additional Republicans subsequently joined Senators Jeffords, Specter, and Durenberger, the lone Republican co-sponsors of the original bill. This agreement did not, however, result in President Bush's support. Without that support, sponsors spent four full days in floor debate—remarkable considering that the Elementary and Secondary Education Act authorizing more than $75 billion had been approved the previous year in only a few hours.

During floor debate Senators found a variety of reasons to favor the proposed comprehensive legislation, including:

- Revitalizing the spirit of civic responsibility in America
- Creating youth opportunities, particularly for disadvantaged young people
- Reforming our education system through service-learning, where students apply knowledge gained through coursework to community-service activities
- Solving pressing community problems with volunteers
- Creating a quid pro quo for receipt of government benefits.

Opponents provided varied rationales as well:

- "Paid volunteers" (i.e., stipends for living expenses while performing full-time service) would "undermine the spirit of volunteerism" in the country.
- Providing benefits to those who serve would jeopardize existing federal student financial aid programs.
- Military recruitment would become more difficult if a civilian service alternative were available.
- Service is a private and local issue, not a federal governmental concern.

Opponents and supporters alike offered more than two dozen amendments—on such topics as the "peace dividend," Nicaragua, human rights in China, and Amtrak waste disposal, as well as more relevant matters. Despite the considerable effort mounted by the opposition, the bill passed March 1, 1989, by a decisive vote of 78 to 19.

Under the leadership of Representative Augustus Hawkins, then chairman of the Committee on Education and Labor, the House of Representatives followed suit on September 13, passing a comprehensive bill that omitted any program tying service to receipt of student financial aid. Just four months before the end of the Congress, Kennedy and Hawkins presided over negotiations for a joint House-Senate bill. At the eleventh hour, President Bush gave his approval to the legislation, and it was passed and signed as Public Law 101-610 on November 16, 1990, in the closing days of the 101st Congress.

A MANDATE FOR LIBERTY

Benjamin R. Barber

The extraordinary rise in public interest in community service has inspired widespread participation by the nation's young in service programs. It has also provoked a profound and telling debate about the relationship of service to voluntarism on the one hand, and to civic education and citizenship on the other. Two complementary approaches to service have emerged that are mutually supportive but also in a certain tension with one another. The first aims at attracting young volunteers, particularly students, out of the classroom and into service projects as part of a strategy designed to strengthen altruism, philanthropy, individualism, and self-reliance. The second is concerned with integrating service into the classroom and into academic curricula in hopes of making civic education and social responsibility core subjects of high school and university education.

Underlying these two complementary approaches are conflicting though not altogether incompatible views of the real aim of student community service programs. The differences are exemplified by the issue of whether classroom-based service programs should be voluntary or mandatory. If the aim of service is the encouragement of voluntarism and a spirit of altruism. . .then clearly it cannot be mandated or required. To speak of coercing voluntarism is to speak in oxymorons and hardly makes pedagogical sense. But if service is understood as a dimension of citizenship education and civic responsibility in which individuals learn the meaning of social interdependence and become empowered in the democratic arts, then to require service is to do no more in this domain than is done in curricula decisions generally.

As it turns out, the educational justification for requiring courses essential to the development of democratic citizens is a very old one. America's colleges were founded in part to assure the civic education of the young—to foster competent citizenship and to nourish the arts of democracy. Civic and moral responsibility were goals of both colleges organized around a religious mission and secular land-grant colles. The premise was that democratic skills must be acquired. We think of ourselves as "born free," but we are, in truth, born weak and dependent and acquire equality as a concomitant of our citizenship. Liberty is learned: it is a product rather than the cause of our civic work as citizens.

Those most in need of training in the democratic arts of citizenship are, in fact, least likely to volunteer. Complacency, ignorance of interdependence, apathy, and an inability to see the relationship between self-interest and broader community interests are not only the targets of civic education: they are obstacles to it, attitudes that dispose individuals against it. The problem to be remedied is here the impediment to the remedy. Education is the exercise of authority—legitimate coercion—in the name of freedom: the empowerment and liberation of the student. To make people serve others may produce desirable behavior, but it does not create responsibility and autonomous individuals. To make people participate in educational curricula that can empower them, however, does create such individuals.

Thinking that the national problem of civic apathy can be cured by encouraging voluntarism is like thinking that illiteracy can be remedied by distributing books on the importance of reading. What young people require in order to volunteer their participation in education-based community service courses are the very skills and understandings that these courses are designed to provide.

There are, of course, problems with mandating education of any kind, but most educators agree that an effective education cannot be left entirely to the discretion of pupils, and schools and universities require a great many things of students—things less important than the skills necessary to preserve American freedoms. It is the nature of pedagogical authority that it exercises some coercion in the name of liberation. Civic empowerment and the exercise of liberty are simply too important to be treated as extracurricular electives.

This account of education-based service as integral to liberal education in a democracy and, thus, as an appropriate subject for mandatory educational curricula points to a larger issue: the uncoupling of rights and responsibilities in America. We live at a time when our government has to compete with industry and the private sector to attract servicemen and women to the military, when individuals regard themselves almost exclusively as private persons with responsibilities only to family and job, with endless rights against an alien government, of which they see themselves, at best, as no more than watchdogs and clients and, at worst, as adversaries or victims. The idea of service to country or an obligation to the institutions by which rights and liberty are maintained has fairly vanished. "We the People" have severed our connections with "It" the state or "They" the bureaucrats and politicians who run it. If we posit a problem of governance, it is always framed in the language of leadership—as if the preservation of democracy were merely a matter of assuring adequate leadership, surrogates who do our civic duties for us. Our solution to problems in democracy is to blame our representatives. "Throw the rascals out!"—or place limits on the terms they can serve. Our own complicity in the health of our system is forgotten, and so we take the first fatal step in the undoing of the democratic state.

Civic education rooted in service-learning can be a powerful response to civic scapegoat-ism and the bad habits of representative democracy (deference to authority, blaming deputies for the vices of their electors). When students use experience in the community as a basis for critical reflection in the classroom, and turn classroom reflection into a tool to examine the nature of democratic communities and the role of the citizen in them, there is an opportunity to teach liberty, to uncover the interdependence of self and other, to expose the intimate linkage between rights and responsibilities. Classroom-based community service programs empower students even as they teach them. They bring the lessons of service into the

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classroom even as they bring the lessons of the classroom out into the community.

A number of institutions around the country have been experimenting with programs, a few have even instituted mandatory curricula. Many others, including Stanford University, Spelman College, Baylor University, Notre Dame, the University of Minnesota, and Harvard University, are beginning to explore the educational possibilities of service learning as a significant element in liberal education.

In a vigorous democracy capable of withstanding the challenges of a complex, often undemocratic, interdependent world, creating new generations of citizens is not a discretionary activity. Freedom is a hothouse plant that flourishes only when it is carefully tended. Freedom, as Rousseau once reminded us, is a food easy to eat but hard to digest and it has remained undigested more often than it has been assimilated by our democratic body politic. Without active citizens who see in service not the altruism of charity but the necessity of taking responsibility for the authority on which liberty depends, no democracy can function properly or, in the long run, even survive.

National service is not merely a good idea, or, as William Buckley has suggested in his book endorsing a service requirement, a way to repay the debt owed our "patrimony." It is an indispensable prerequisite of citizenship and thus a condition for democracy's preservation. Democracy does not just "deserve" our gratitude: it demands our participation as a price of survival.

THE CHALLENGE OF COMMUNITY BUILDING

Frank Dirks

Catastrophes, it is often said, bring out the best in Americans. One need only look to the countless citizens volunteering to assist the hurricane-ravaged communities of South Florida to see this truth. The "community service movement" can add little to what these citizen volunteers already know about community service. The impulse is already there, a tradition that remains at the heart of our citizenry. What the "movement" can provide is the coordination, facilitation, and support that is essential to sustain and fulfill the American voluntary impulse.

To serve the community is to participate in the never-ending process of community building. The challenge of community building is that it must have the continuing attention and effort of all citizens if it is to succeed. In extreme cases, such as South Florida, attention is easy to capture because the task is dramatically clear. But in most cases the task is more subtle and managed by "specialists" who are removed from citizens. Citizens are left out of the process until the task becomes too great for the specialists to manage.

The community service movement offers an alternative, one that empowers citizens to become problem solvers, provides them with the resources to serve, and establishes the mechanisms for them to identify and respond to problems in their communities before they become catastrophes. Community service recognizes both the limits of government solutions and the value of government resources. For the movement to succeed, it must remain true to its grass roots by supporting local needs and elevating local models.

Community building and youth development are inextricably bound. A democratic society that shares commitment to the well-being of the next generation is the first principle around which successful communities are built and perpetuated. Healthy communities attach significance to the next generation by investing in them the symbolism of the future and the savings of the past. It is perhaps not surprising then that at a time when polls and pundits are reporting a decline in "traditional" American optimism, we are also witnessing inexorably increasing rates of poverty and alienation in our next generation.

The National and Community Service Act is an important step forward in reconnecting youth to the future of their communities. Its passage was the result of a bipartisan effort in the Congress. Yet, by Washington standards, it remains a modest initiative with an ambitious agenda—renewing "the ethic of civic responsibility in the United States"—with less than $80 million a year. To be fair, the Act's sponsors, operating in the pressurized atmosphere of massive deficit spending, challenged youth service programs and youth advocates to show some results in time for reauthorization. Positive results might warrant a greater investment. Yet, at the time of this writing, the results are nowhere close to coming in because the money has only recently gone out.

The challenge of reauthorization for the National and Community Service Act will come in having only incomplete data to review. This lack of data cuts both ways. Neither advocates nor critics will have a sound basis for proposing substantive changes without being accused of carrying their unfulfilled agendas into the new debate. The Act deserves to be tested on its own merits. This will require more time, but not substantially more money until the results can be measured fairly.

While the program results are not yet in, the impact of the Act has already been felt in communities across the country. Because its language encourages the development of comprehensive state plans for implementing organized service activities, in many states citizens of all ages and backgrounds have come together to contribute their ideas to these plans. The best of these plans are outstanding examples of civic involvement and give hope to the Act's vision. This groundswell of interest also provides some experience that could fine tune the Act at the margins.

Every state should have a designated commission or advisory council based on the national commission model. State education agencies and institutions of higher education should develop their implementation plans in coordination with this state entity. Any initiative with limited resources that draws on the energy of volunteers must be coordinated to build program service capacity, preserve resources, and effectively meet needs. A state coordinating body can provide this.

Following the example of the national service demonstration program, the national Commission should be empowered to fund a number of local community partnership models directly. These partnerships should represent all sectors of the community and function to coordinate local efforts to involve citizens of all ages in structured and sustained service activities. The Governors' Innovative Service Programs could be specifically funded and refined to support these direct grants. Even though the national service models of the Act offer promise, the most sustainable examples of community service will come through well-organized community-generated partnerships. The Commission should support and promote the most effective partnership models.

While it is vitally important for the Act to be reauthorized in order to maintain the enthusiasm and momentum that its passage so effectively generated, the future of community service does not lie in federal programs. National service programs, however well conceived and well intentioned, can play an important role, but they will never have the lasting impact of locally grown and nurtured community service. Community service must remain rooted in the community, responsive to local needs, and open to new ideas large and small. The fatal flaw of most "movements" comes when their national agenda dominates their local priorities. The worst fate that could come to community service is if its failure in the end contributes to the frustration and alienation of citizens.

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Supporting the development of service-learning for school-age youth builds the foundation for community service and should be the one constant local and national priority. The ethic of civic responsibility, or the commitment to community building, is taught at an early age at home, in school, and in the community. It is learned through practice and by example. From my perspective, civic education and youth community service-learning are one in the same. Effective citizenship is not a concept, but a practice. Service-learning provides an opportunity for schools from kindergarten through high school to revitalize the way they approach the teaching of citizenship.

To be most effective, service-learning should be fully integrated into civics and government curricula. Rather than teaching abstract concepts of citizenship we need to be engaging students in real community problem solving. While some may argue that service-learning has applications across the curriculum, its first home should be in the subjects that teach citizenship and government. Students should learn that a complete citizen is one who volunteers in a hospital and also understands and votes on the bond issue that affects the hospital's future.

In a republic founded on the principle of self-government, the idea remains disturbingly vague to most citizens. Unless we work to restore the importance of this idea, we risk the approaching, but still avoidable, national catastrophe of a forgotten generation raised in abandoned communities. The community service movement can be a preventative, a chance to restore the bond between the American volunteer tradition and the spirit of informed and active citizenship.

LARGE-SCALE COMMUNITY SERVICE: TWO CONSIDERATIONS

Amitai Etzioni

Large-scale community service is an important idea whose time has come. It will do much to overcome divisiveness if it is designed to provide people from different backgrounds with the opportunity to work together in a non-academic environment on intense, meaningful projects. And it will respond creatively to the fact that we will most likely be very short of resources in the 1990s, regardless of how successful national economic policies turn out to be.

We need to be concerned with two subsidiary considerations. First, we need to design community service in ways that will not absorb large amounts of resources. It has been reported that of the $26 million raised by the important Carter initiative to turn around Atlanta, initially many of these funds were dedicated to the staff. Other programs pay their staff more than their participants. For a community service plan, we should look for ways to allow more of the allocated resources to be directed toward the front-line participants and those they serve.

One suggestion is to ask each college (and maybe each high school) in a given area to commit itself to provide a number of volunteer-days each semester and to dedicate some of its personnel (e.g., an assistant dean of students) to ensure that the volunteers are properly scheduled, prepared, etc. Students attending professional schools, such as law and medicine, should be included and expected to serve in their areas of evolving expertise as part of their training requirement. This approach would allow the community service staff to focus on structuring the places the volunteers will go and ensuring that their efforts are meaningful.

Second, we have to guard against the diminution of the terms "voluntary service" and "community and national service." The Bush White House "Points of Light" approach highlighted the danger of celebrating rather small efforts on behalf of the community as major achievements, entitled to presidential approbation. We may wish to recognize all efforts but focus particular praise on programs that are especially significant in scope and effort.

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A SOURCE OF NEW LEADERS

Billie Ann Myers

The National And Community Service Act has great potential to become the catalyst to develop the leaders the United States will need to prosper in the coming decades. The nation and the world have been on a new course since the end of the Cold War. New leaders with clear vision and understanding of the role of public servant are required. America's greatness must be redefined in terms of peace and prosperity for all people. That redefinition will come from the experiences of the citizens. Citizens whose experience is grounded in service will have a clearer understanding of American society, its diversity, its priorities, and its available resources. Some of these citizens will emerge as leaders who will have earned the confidence of their fellow citizens and gained confidence in themselves and their judgment about where they want to lead the country.

Community service can solve some of the country's most serious problems. It can renew the spirit of responsible citizenship and establish a keen sense of ownership of both the problems and the solutions. It can empower people, young and old, and confirm their belief that they can make a difference in their own lives and in the future of this nation. When a person invests time and energy in accomplishing a national or community priority, he or she can learn several important lessons. Among them:

- These priorities are often very complex and complicated to achieve.
- People do not always agree on the best way to achieve success nor, for that matter, on the priorities.
- Money is one of many resources, and often not the most important.
- Resources are unlimited if you know what you need, where they are, and how to engage them.
- Many diverse skills and abilities are needed to succeed; therefore, diversity is desirable.
- One person can make a difference and people working together can accomplish significantly more.
- Success requires hard work, commitment, courage and, often, personal sacrifice.

So is the National and Community Service Act necessary? I believe the answer is yes and that it brings a clearer national focus to the whole concept of citizen service or "the Power of the People." It provides leverage for the movement by legitimizing it through funds, non-partisan support and direction. With our society in a constant state of change, it is possible that future generations will lose the understanding of the value of citizen service if it is not consciously kept before them in a planned and structured way. The various programs included in the Act will not allow this to happen. They involve all segments of American society and provide for the inclusion of a broad cross-section of the citizenry.

Some advocates would change the focus of the legislation to become more exclusive, to focus on a narrower age, ethnic or socio-economic group. This would dilute the value of the Act by limiting the available human resources and reducing the significance of the responsibility of all citizens to serve.

On the challenge side, many of the organizations and agencies responsible for service experiences are ill-prepared to organize them. Most agencies do not know how to engage unpaid staff effectively. In many cases, there is little desire to do so. There is a real danger that the nation could have many people recruited and trained to serve and few slots in which to place them. An amendment recommended to prevent this would:

- require training for the "receiving" organizations and agencies to work with the service corps participants
- require training for the coordinators and leaders in effectively involving the participants
- emphasize the identification of the community or national priority as a first step.

The crying needs are for opportunities to serve and processes for preparing those who will serve. It is this aspect of the National and Community Service Act that I think is most valuable and needs strengthening.

NCSA has created a revival of interest in this characteristic of citizenship that many think separates the United States from other democracies. The leaders of today and tomorrow will be expected to articulate the vision and give the call to action. Service to others lends credence and substance: John Greenleaf has said, "Leaders are better than most at pointing the way." How better to show the way than through a life of service to the community and the nation.

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HOW THE NATIONAL AND COMMUNITY SERVICE ACT CAN HELP ADVANCE EDUCATION REFORM

Barbara Gomez

Restructuring and improving education is a challenge to all sectors of society. Many education reform initiatives have been spurred by the dramatic changes in our society that affect us all, such as the changes in national demographics, crumbling community structures, and a poor economy. Educators, policy makers, community and business leaders and parents must work together to prepare all youth to meet the challenges of our changing society. This requires fundamental changes in American education. We must create learning environments that foster the development of every young person's skills and abilities to think critically and creatively; be flexible and reflective; make ethical judgments and act on them; apply learning in work and personal contexts; and prepare for active citizenship. And to support and sustain these learning environments, an infrastructure of partnerships must be established across all sectors.

The National and Community Service Act has already provided one vehicle by which education reform can be advanced. Through the funds made available in 1992 year to states and communities, broad-scale planning for service-learning has begun. Research has shown that community service, particularly service-learning, delivers promising outcomes for the youth involved and for communities. When service-learning is well planned and structured, youth experience personal, intellectual, and social growth and develop skills in applying academic concepts to solve real-life community problems. Youth gain a sense of caring and responsibility for others and an appreciation for a wide range of backgrounds and life situations. Equally as important are the service-learning outcomes for schools and communities. Through service-learning, teachers become coaches and facilitators as students take responsibility for their own learning. Schools and communities become cooperative learning environments as communities become significant partners in the educational process. Positive outcomes for communities include valuable services to meet educational, health and environmental needs, new resources for community development through students and schools, and students as active stakeholders in the community.

Because service-learning is an important element of education reform, it should be encouraged in all program areas supported by the National and Community Service Act. The Commission on National and Community Service, working in coordination with service-learning advocates, practitioners, and education organizations should (1) build a greater awareness and understanding about service-learning among its grantees by providing for state inservice training, either through a Commission-funded clearinghouse or lead state activities, (2) earmark a percentage of higher education funds specifically for service-learning activities conducted in partnership with schools and agencies (3) encourage service corps grantees to develop partnerships with schools, community-based organizations, and higher education institutions to design and implement joint cross-age service-learning activities.

Another way in which the National and Community Service Act can advance education reform is to encourage state and local collaborations for holistic approaches to youth development using youth service as a primary strategy. Members of these collaborations have already been identified by many states through their comprehensive planning process. The collaborations would then be the foundation for joint or coordinated funding for education, social service, and prevention initiatives. Through a network of collaborations, the National and Community Service Act could serve as a catalyst to connect learners, teachers, communities, and agencies around common goals for education reform and youth service.

Service is an important element in achieving education reform. It has been a recommendation for improving education in the majority of national reports on the topic from Ernest Boyer's *High School: A Report on Secondary Education in America* to the governors' National Education Goals. Service-learning is one of the most effective methods by which community-based organizations, parents, business, agencies and schools can work together for the total development of their youth and the improvement of their community. The National and Community Service Act provides the framework by which all states and communities can be involved in expanding community service opportunities, especially service-learning, to all children, youth and young adults.

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19 BEST COPY AVAILABLE

NEEDED: A MORE COMPELLING MISSION AND STRONGER STATE ORGANIZATIONS

James C. Kielsmeier

What will be changed for the better because of the nation's $75 million or $150 million investment in the National and Community Service Act? "Renew the ethic of civic responsibility of the United States," the stated primary goal, has not yet elicited more than a pittance of response from the public. The National and Community Service Act needs a more compelling, powerfully articulated mission worthy of inspiring our young people, which also captures the public's attention and loyalty. Moreover, the Act's leadership should provide an expansion plan to make service part of the full fabric of American life. Reauthorization funding alone will not address these deficits; leadership must.

Like military generals who are ill-prepared for the next conflict because their preparations focus on how the last war should have been fought, leadership of the National and Community Service Act is too strongly tied to old models of national service, which were designed for fundamentally different national contexts. The Civilian Conservation Corps (CCC) tackled Depression-era poverty and unemployment; the Peace Corps faced off against the Cold War. National service in the '90s must have a comparably important mission and a Kielsmeier Page 2plan that promises measurable outcomes. There must be a high-level call to serve, stating unambiguously that all young people are needed, can make a contribution to their neighborhoods and nation and will be treated respectfully as they join the effort. My father and his CCC co-workers of the 1930s knew the $22 per month each sent home would help keep their families alive. Similarly, Peace Corps members understood their contributions to be a valued response to Soviet imperialism as they heeded President Kennedy's call to "Ask not what your country can do for you, but what you can do for your country."

Children in America are suffering. Many more are poor and ill educated than ten years ago, a crisis increasingly recognized as among the nation's most critical. The NCSA should focus primary attention on addressing the plight of the nation's neediest children by helping reform their schools and community agencies.

Because of the strong K–12 and college emphasis on service-learning, the NCSA should highlight its role in improving education for low-achieving young people through cross-age instruction programs and other forms of service-learning, a method of instruction proven effective with children who have a variety of learning styles. Service-learning brings a motivating dimension into the classroom as students apply skills in solving real-world problems. Eager students from 105 high schools along the 1,300-mile Upper Mississippi River corridor, for example, take samples of the river on a regular basis as part of their science classes. Like students who tutor younger peers and perform other forms of service, these young people are productive citizens making a contribution while they learn.

Literally hundreds of NCSA-supported or -allied school, agency and college service-learning programs make similar contributions that are challenging and changing the ways teachers teach and the ways young people learn. Eight out of eleven New American Schools Corporation winning designs (out of a field of 686 applicants) thought enough of service as an education reform element to include it in their proposals.

All elements of the NCSA can contribute to the mission of improving education. Full- and part-time service volunteers could play important roles as school aides and community school coordinators. Teach for America's program for recent college graduates has shown that brief, intensive training can prepare well-motivated young adults to make a solid contribution to schools in impoverished communities. Non-college-trained young adults could help staff summer and after-school educational programs that have a service dimension. The East Bay Conservation Corps' Project Yes employs corpsmembers to work with middle school youth on summer and after-school conservation crews. In a program launched by the National Youth Leadership Council (NYLC), 1,500 low-achieving K-8 students advanced their reading and math skills in Minneapolis and St. Paul because 230 college- and high school-age people joined regular teachers creating intergenerational classroom teams that brought the teacher-student ratio to one to four.

Young people gaining knowledge and understanding while serving their community and country is a revolutionary concept that offers real hope for children. It also offers hope for America's beleaguered public schools. What better mission for the NCSA to embrace?

Like public schools, national service for the '90s is best organized at the state level with national leadership and incentives provided by the NCSA Commission. The diversity of program operators and the mix of public and private monies supporting projects demands a decentralized state-based confederation rather than a large federal bureaucracy. The emphasis at all levels—K–12, higher education, corps programs, and full/part-time service—should be on supporting state organizing efforts. The success of state programs in Pennsylvania and Minnesota prior to passage of the NCSA are witness to what states are capable of accomplishing.

Initiated in 1984, the Minnesota Youth Service Initiative includes: state funding of over $3.5 million per year for school-age service, funds for demonstration programs in colleges, support language from the state board of education for service integrated into the curriculum, a statewide teacher-training program funded by private foundations, annual youth leadership training for hundreds of

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youth, statewide recognition by the governor of exemplary programs, K–12 learner outcomes for service-learning published by the state department of education, dramatic increases in college courses integrating service statewide, a growing Minnesota Conservation Corps, and plans being developed by the state legislature for a full-time apprentice/service corps. Three state-level commissions have been supported by two governors (Democrat and Republican) over a seven-year period and the Minnesota Legislature has strengthened youth service legislation every year since 1987.

One important result of these comprehensive efforts can be seen in the number of young people involved in school-based service. In 1991, the Minnesota Department of Education reported a one-year increase of 42 percent, from 40,000 to 57,000, in the number of school children involved in youth service, as well as comparable increases in the number of school districts offering credit for service. Preliminary counts show an increase of 60 percent from 1991 to over 92,000 Minnesota students involved in service-learning in 1992.

In 1988, Pennsylvania's Governor Robert Casey and former Secretary of Labor and Industry, now U. S. Senator, Harris Wofford launched PennServe, a state-level initiative formally linking the major domains of service outlined in the federal legislation. Annual funding of nearly $500,000 for K–12 education was spent primarily on seed support for mini-grants ($5,000 & $15,000) to schools linking service with learning outcomes. The newly organized Pennsylvania Institute for Service-Learning, located at Pennsylvania State University, supports PennServe by providing technical assistance to schools across the state.

PennServe also manages the $13 million Conservation and Service Corps program, which engaged over 4,000 young people from 51 of Pennsylvania's 67 counties in 1992. Closely supported by PennServe are programs on college campuses: The Literacy Corps ($500,000) supports corps at 23 colleges; Penn Serve works closely with the Pennsylvania Campus Compact, which links with 41 college presidents. Governor Casey recently stressed his commitment to youth service: "Community service is an effective means of raising self-esteem, cutting dropout rates, and aiding in the difficult transition from school to work by giving youth direct career and citizenship experience."

The NCSA should develop a creative plan to bolster state organizing efforts. State structures have infinitely more flexibility than a large federal bureaucracy to mix and match funding, create alliances and collaborations to support programs, and build a sustainable base of non-partisan political backing responsive to local needs and interests. A strong network of state programs, sustained over time, offers the best hope for service to become a core element of the "growing up" experience of every American.

IT'S A WORRISOME THING. . .

Cynthia Parsons

Doesn't seem right for me who has so long worked for voluntary nationwide national service to take advantage of the opportunity to write a brief essay by sharing my worries. You'd think I would just applaud what's being done, and point out that this is the first time we've had a law supporting solid national service for all youth—even though there have been a plethora of service bills in every session of Congress for the past 40 years.

You'd think I'd be satisfied to celebrate the fact that the National and Community Service Act managed to get more state education department employees and more school officials and more non-profit agency supervisors and more students at colleges and universities and more youth organization leaders talking together about national service than any other single happening ever.

It certainly would not be surprising to use this essay to applaud the fact that a bill finally became an Act despite efforts by the highest government office in the land to withhold the funds for operational programming by grass-roots organizations. When the Act did languish for a season, the forces interested in offering youth across the nation the opportunity to integrate service with learning managed to get the funds released, the Commission board appointed, and the staff (superbly qualified) hired.

Yet I am worried. Very worried. Not so much worried about those persons (from the Oval Office to the teachers' room) who would not support the continuation and expanded funding of the Act, but seriously worried about those who purport to be the *leaders* of the national and community service movement.

First off, many are only involved because they want the dollars. National service is "hot," so they get close to the heat. They hold the biggest conferences, make the largest claims, and provide the least empirical evidence.

Next, are those bureaucrats who want "results," calling upon a project of less than a year's duration to prove its worth through, for example, lowering the drop-out rate from high school. Of course, there is no way to isolate the service experience either for dropping out or not dropping out. And it's statistically impossible to change a rate of this nature within a calendar year.

Of a similar bent are those youth leaders, most serving outside classrooms, who claim to have self-esteem indexed directly to dollars expended. They also claim a direct relationship between an individual's learning curve and his or her self-esteem. Looking out for the other fellow—that's what national and community service is all about; not looking inward, not, in fact, looking to boost one's self.

Then there are those school reform advocates who see "service" as a mandated co-curricular (or extra-curricular) activity. By their very mandate, these educationists drive yet another wedge between the purpose of service and the purpose of universal, compulsory public schooling. Neither school nor service should be deemed a punishment or be organized around punishment standards.

We do civic service, in part, because that's the very best way to learn civic responsibility. We don't want to adopt that somewhat artificial difference between the scientist who wonders *about* filling the space between solid points, the engineer who *designs* the span to cover the space between solid points, and the construction worker who *builds* the span. One, of course, is dependent upon the other: the first for possibilities; the second for concept; the third for construction. That may be the way to build bridges connecting roadbeds, but national and community service must be done by youth who are all three—the theorist, the conceptualizer, and the doer.

And that's what worries me most. Serving intelligently and lovingly is a way of life. It's a key ingredient to the success of participatory democracy. The quality of the life each of us lives is inexorably linked to whether our neighbor wants to do for us what he does for himself.

We can teach every single one of the children in the United States to read, write, and reason through the integration of service with academic study. We can't do this if we think service is yet another school program that we can "put into the curriculum somewhere." We can't "fix" the curriculum by adding a course in "service" and assigning grades and credits.

We've got to keep working for a fundamental change in the ways we organize and teach school. We've got to make wise use of the resources of the National and Community Service Act so that these fundamental changes include active learning by all pupils, doing service linked with academic study in preparation for a period of national service as a young adult.

Somehow we need to address these worries, to make sure that the funds reach those who truly embrace service learning as a way of life.

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MAKING SERVICE-LEARNING THE CENTER OF THE DEBATE ON SCHOOL REFORM

Kathleen Kennedy Townsend

Our challenge is to make sure that every student in the United States knows that he or she can make a difference. We want all schools to teach young people that they may use their English, math, science and social studies skills as resources in their community. A well-educated person will be defined not only by high test scores but by the ability to speak out on issues and contribute to the community.

This vision requires that we push service-learning to the center of the debate on school reform. I propose that we work with the Carnegie Commission Task Force on Adolescent Development, Ted Sizer's Essential Schools, the National Education Goals Panel, the Education Commission of the States, and others who believe that young people are resources for our schools and our communities and that the best teachers coach their students to achieve.

The task we have set for ourselves is tough. Many Americans have not even heard the words service-learning. Moreover, with the nation's renewed focus on math and science, many have forgotten that the original purpose of schools was to teach citizenship. Finally, using service to achieve educational goals seems at odds with an educational system dependent on lectures and multiple choice tests.

A case in point is the storm of controversy over required service. Recently, the Maryland State Board of Education required service as a condition of graduation. The objections were virulent, particularly from the educational establishment itself.

One member of the school board claimed that service was "feel-good, fluffy stuff." A former deputy superintendent argued that it would harm students' chances at college because admission officers would know that the service was not freely given but required. A teachers' union representative thought a service requirement inappropriate because a high school diploma represents "book learning." Another union threatened suit on the grounds that a service requirement violated the 13th amendment prohibition against "involuntary servitude" and the First Amendment strictures about separation of church and state. A *Wall Street Journal* op-ed piece contended that the requirement violated child labor laws. Testimony at the school board hearing and letters to the editor argued, among other things, that the requirement would cause a war or result in child abuse and rape.

Although ostensibly the arguments focused on the **required** aspect of the service, in fact, most could be used against any kind of service. The passion of the arguments shows that most educators do not value service either as a goal of education or as a teaching strategy. If every school was engaged actively in teaching students to serve others or using service to reach learning objectives, then they would not be so troubled.

With grit and imagination we should use the resources of federal and state governments as well as non-profits to support the idea that every educated person serves. We need to connect service-learning to four strands of educational reform: student learning, school structure, professionalism and school community relations.

One of the best ways to do this is to use the National and Community Service Act as a catalyst. The Act is impressive in stressing the need for preparation, action and reflection in order to achieve high-quality service programs. For instance, all our subgrants from the local education agencies use these magic words. Five years ago they were not in their vocabulary.

Now we are poised to go further. The Act or its regulations might start to describe teachers as "coaches," and students as "resources" or "active learners." It would be helpful if the Act explicitly tied its grants to education reform. A number of states are moving to performance-based assessment, the creation of a "product" and the development of portfolios. These offer opportunities to connect service with assessment tools. A criteria for grants could be the ability to affect testing or assessment at the state or national level.

While the National and Community Service Act is important as a catalyst, other federal legislation can contribute to the expectation that everyone should serve. Job Training Partnership Act funds should be structured to reward those states that use a corps model. Chapter 2 education funds should be used to promote in-school service. The Secretary of Labor's SCANS report on the skills that will be needed for the Year 2000—leadership, higher order thinking, communication and teambuilding—should highlight service activities as one of the best ways to teach these skills.

The ability to perform excellent service should be part of any national or state test or assessment system. Certainly, the quantity of service if not the quality should be counted under Goal Three of our National Education Goals, which deals with achievement in specific subject areas, including citizenship. Once a subject is tested, the system begins to shape its curricula and techniques to success on that test.

In addition, federal monies should encourage teachers to use service-learning techniques. For instance, the Maryland Student Service Alliance will help train "Teach for America" teachers and new teachers who were part of the military. Why should not similar training occur as a matter of course?

Finally, Bill Clinton's proposals to encourage service should be implemented. Every student could go to college and pay back his or her loan by service to the community or as a percentage of his or her enhanced income. Thus, no student would be turned away from college because he or she could not afford the tuition. No graduate would reject the option of working for a non-profit because he or she needed a higher salary to meet a loan repayment schedule.

The state also has an important role to play. Maryland has been greatly aided by the Governor's leadership. His backing was crucial to getting the service requirement passed. Of course there is opposition. But, the combination of the requirement and the National and Community Service Act funds has been

Kathleen Kennedy Townsend is an attorney and the executive director of the Maryland Student Service Alliance, a public private partnership that helps develop service-learning programs in Maryland by training teachers, developing curricula and providing hands-on assistance to teachers.

a major boon to service. The requirement means that local superintendents take the issue seriously and the sub-grants mean that we have the opportunity to influence positively the shape of service-learning.

Non-profits have also been important. First, their support for the requirement was significant. While a number of people testified that there were not enough service opportunities for the thousands of students who would be unleashed upon the state, many of the non-profits told how they would be eager to have this extra help. Mary Reese at the Volunteer Action Center was particularly helpful in assuring schools that her organization could provide training as well as interesting and worthwhile placements.

In sum, service can and should be encouraged at many levels. Still, our top priority is to make the ability to serve part of our definition of a well-educated person. Once that is accomplished, resources and ideas of how to educate that person will be plentiful.

MOVING IN FROM THE MARGINS

Allen Wutzdorff

This essay focuses on one issue: the student learning that can be a significant result of active involvement in service to the community. Community service, when combined with an intentional program of learning, not only assists the community, but also creates a critical mass of citizens who have a positive attitude toward service, are more knowledgeable about societal problems and issues, and are experienced in skills necessary for effective service.

These outcomes are consonant with outcomes for education as a whole. Throughout our educational system, we seek to produce skilled and engaged citizens who will have a positive impact on society. Yet, we recognize that many students are not graduating with the knowledge and skills they need in order to function as effective and contributing citizens. Service-learning represents an opportunity to educate youth, and all citizens, in such a way that both learners and society as a whole benefit. The Commission on National and Community Service, by targeting many educational institutions and organizations in the grants awarded in 1992, has provided necessary funds to programs that, at this stage in their development, would have difficulty sustaining themselves in the long term.

One source of difficulty in starting and sustaining service-learning programs is that they often exist at the margins of an institution and therefore can be perceived as nonessential. Such programs are the first to be eliminated or cut back when funding is tight. A related difficulty is that service-learning can be seen as taking away from efforts to educate for basic skills, such as writing or math, or other traditional academic subjects. But this shouldn't be the case; the best service-learning programs are those designed to contribute to educational goals as well as TO meet community needs.

Research studies, as well as testimony of educators directly involved in service-learning, show that students Engaged in community service that is integral to their course of studies are more motivated to learn and understand what they are learning in a broader context. Service-learning gives students the opportunity to apply what they have learned in the classroom and test out important communication and problem-solving skills that are vital for an informed and well-educated citizenry. Where service-learning programs take hold in schools, universities, and other educational programs, students are simply better prepared to meet the challenges of a changing society. Because the experiences of service-learning necessarily involve the learner in testing out their knowledge and skills, students gain a greater understanding of themselves, including strengths they can build on and areas that they must develop further.

Here is an example of how a service experience can support basic learning goals as well as address a community problem:

Students from a high school or college work with local agencies in the area of drug-use prevention. Their goal is educational, i.e., to teach parents of teenagers about teens' attitudes toward drugs, about peer pressure, and factors that can lead to drug use. These same students might conduct sessions for their peers to discuss the realities and dangers of drug use. From these experiences, students learn about organizing and working with different audiences; they write about the service project for their local newspapers; they conduct interviews. To educate others, they draw on their knowledge of chemistry and health sciences. To be convincing, they survey their neighborhood and relate their findings to state and national studies, thus drawing upon their knowledge of statistics and how to chart quantitative data for general audiences. Their service is also connected to literature and social studies classes, where they could read novels about societal problems or works about those who have been instrumental in various types of social organizations, such as unions, civil rightsor grassroots organizations like Mothers Against Drunk Driving. Thus, one service experience, extended over a semester or two, or more, can become the centerpiece for enhancing learning in a variety of subject areas.

Experiences like this can be tailored to the developmental level of the student, with appropriate supervision and guidance accompanying the activities themselves. The students can be given explicit "lenses" through which to view the service experience in their various courses. Ideally, there should be some mechanism to allow students to make connections across courses, so that they begin to understand the complexity of the situation and the need to integrate knowledge from various subject areas in tackling issues associated with drug-use prevention.

In addition to addressing an important community problem, this example illustrates several points regarding service-learning and its relationship to basic education:

1) Service-learning experiences constitute a powerful mechanism for motivating students to learn subject matter from a variety of disciplines because of the "real world" application that the situation demands.
2) Students encounter an expanded learning environment that requires the integration of what they are learning in more compartmentalized, subject-based courses.
3) Students, as they set goals, work to achieve them, encounter and overcome obstacles, and see results, gain a realistic sense of their own knowledge and abilities and the realities of dealing with actual problems.
4) Students experience problems from multiple perspectives and move beyond simplistic views of the issues involved.

The many beneficial outcomes of service-learning have been documented by researchers and practitioners, but there are those who remain unconvinced or are as yet unacquainted with these outcomes. While a number of national and regional organizations are working to establish high-quality programs, and are in dialogue with each other

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about areas of mutual concern, much support is still needed. The continued work of the Commission is vital if service-learning programs are to reach standards of quality and integration with ongoing educational programs in order to be sustained over the long term. More people at more institutions need to be educated as to what service-learning can do to improve education and communities alike. Providing initial basic information to these programs is essential. More importantly, programs must be given the kind of help that will facilitate meaningful connections between existing educational programs and community service. It is one thing to add a service option to a school's agenda, it is another to integrate it into a course or set of courses so that service becomes an essential vehicle, along with lectures, textbooks, labs and other learning experiences, in helping students achieve their overall educational objectives.

Integrating service programs into overall educational goals is the key issue. If this integration is not done, and if service-learning continues to be a marginal, extracurricular activity, then the danger is very real that service-learning will become a temporary phenomenon and the opportunity will be lost for using community service in partnership with knowledge acquisition to improve learning.

Educators have all seen educational "fads" come and go. Many of them deserved their fate, others perhaps would have had more positive impact had they been supported sufficiently over time in order to test, improve, and modify them to changing circumstances. The current national interest in community service and the learning it can yield has passed the stage where it can be labeled a fad—indeed, because of its emphasis on actively engaging students, service-learning shows every potential for becoming an important contributor to educational reform.

NCSA should be improved in the following ways.

- In order to ensure success, funding allocations should give priority to those programs that will make multiple and in-depth **connections to an ongoing program of learning** (whether this is housed in a formally designated school or within an educational program, such as those offered by youth corps);
- Teachers, administrators, and program directors need **professional development opportunities** and technical assistance in areas related to course design, integration of service into and across existing courses, assisting students in formulating learning objectives that address both personal development and academic goals, and evaluating students' learning during and after they have engaged in community service;
- Community and agency leaders, together with faculty and school administrators, need assistance in forging long-lasting **community-education partnerships** that ensure that agency and school agendas are given equal value when service-learning programs are designed. Both service and learning are enhanced when all parties are clear on the outcomes expected and have had a role in defining them.

OUR VISION OF YOUTH SERVICE

Young People for National Service

Young People for National Service is a diverse alliance of individuals active in the variety of programs and activities that make up the current national service movement. We are African Americans, Hispanic Americans, Asian Americans, European Americans, activists, counselors, teachers, students, service providers, corps members, program directors, community organizers. We came together because we share a common vision of young people involved in meaningful service experiences that meet real community needs.

Before a national service policy is created, it is important to establish a common vision of what national service might be. Towards that end, we, as young people currently involved in service efforts nationwide, set forth our vision of a better future. We believe national service can and should do the following:

- Challenge our generation to revive a sense of community spirit and involvement;
- Provide accessible service opportunities for all young people;
- Democratize knowledge about how youth can improve our communities;
- Link obligations to opportunities and rights to responsibilities;
- Help communities to value youth and youth to value communities;
- Encourage citizenship and inspire hope;
- Offer opportunities for experiential education;
- Work against racism, sexism, classism and homophobia by building bridges of understanding;
- Recognize service as real work and as a life-long commitment;
- Be proactive, not reactive;
- Be the norm, not the exception;
- Be valued, respected, and supported by our society;
- Respond to on urgent community needs;
- Be locally independent and nationally interdependent;
- Redefine and empower youth as leaders of today and tomorrow by emphasizing youth strengths and skills;
- Unite our communities and celebrate our diversity.

National service can be the catalyst for both bringing our country together and solving the most pressing problems of our neighborhoods and our nation. As a result, strong Presidential leadership and action on the issue of national service can have a powerful and direct impact on every urban area and rural community in America.

Our generation is looking for a way to come together, to develop mutual understanding, and to feel connected and united while preserving our diversity and individualism.

To achieve the vision of national service as a mechanism for positive social change and as a unifying force among America's diverse communities, it is critical that a system of national service be enacted that incorporates the many streams of service. Such a system must foster and support life-long access and commitment to community problem-solving through involvement in K-12 and higher education-based service-learning projects, intensive corps-style service experiences, and innovative service programs. Only through a comprehensive strategy to unify and provide meaning and context to all service efforts can national service help weave a sense of community responsibility back into the fabric of the United States. The service ethic of civic responsibility does not begin at 18 and end at 24. It must be developed from an early age.

We think it important to provide a common spirit and identity to all the young people who will enlist in service to America if given the opportunity. There is a vital need for young people of our generation to feel they belong to something larger than themselves and their individual jobs—to feel there is a way to channel their originality, passion, energy and commitment into meeting real national, state and local community needs.

Young People for National Service, based in Washington, was formed in response to the excitement generated during Bill Clinton's Presidential campaign about the possibility for a national service initiative. The Commission on National and Community Service challenged the young people to develop recommendations for a large-scale national service initiative. The group's recommendations included the creation of AmeriCorps, a national service system offering a wide range of placement opportunities, ranging from formal corps-style programs to individual entrepreneurial grants.

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AMERICA 2000 AND SERVICE-LEARNING: A PROMISING PARTNERSHIP

Youth Service America Interns

While the National Education Goals established by President Bush and the nation's governors are optimistic, if we expect only a little, that is all that we'll get. Therefore, we would like to do all we can to ensure the realization of the National Education Goals. To this end, we propose extensive service-learning programs as a powerful means of education reform.

The United States is no stranger to youth service. Its roots can be found in the days of Franklin D. Roosevelt with the formation of the Civilian Conservation Corps. In the early sixties, John F. Kennedy advanced the movement when he urged Americans to give of themselves for their country. With the establishment of the Peace Corps in 1962, Kennedy expanded the vision: not only could young American volunteers contribute at home, but their influence could also be felt abroad.

Today, the Youth Service Movement continues to grow. Youth Service America, founded in 1986, serves as a nerve center, bringing together the many different "streams" of service. Over 60 youth service corps, 500 higher education programs, some 1,500 school-based service programs, and many community organizations provide service opportunities, many created in recent years. Youth service in the 1990s is primarily an entrepreneurial venture. Youth participating in these programs are not only making a difference in their community, but in their own lives.

Several initiatives promote an ethic of service among the American people. Among these are the Points of Light Foundation, the White House Office of National Service, and the Commission on National and Community Service.

All effective service programs are, in fact, service-learning programs, meaning that there is a process to ensure that all participants learn from their experiences. This can be done through structured reflection opportunities in extracurricular programs, but when service-learning is integrated into the curriculum, it provides a vital link for making school subject matter more interesting and relevant. By integrating service into the curriculum, lessons are infused with real meaning and students are more motivated to learn.

The America 2000 plan has adopted the African proverb, "It takes an entire community to raise one child." The truth of these words cannot be ignored; neither can we ignore the fact that each and every child being raised by the community must in turn make valuable contributions to that community throughout their lifetime. It is essential that a bond be created between learning in the classroom and learning in the community. In fact, the community must become a classroom. The benefits of tying service-learning to education are numerous. An effective partnership between the two will:

- give youth the opportunity to address the social issues facing their community;
- tie youth to their schools and communities, much like athletics do today;
- increase self-esteem, which improves student performance;
- provide youth with a sense of future and ownership;
- enable young people to use acquired skills in service to others;
- promote intergenerational partnerships, which will help break down negative stereotypes too often associated with young people;
- empower youth by providing leadership opportunities in the larger community.

If educational reform is to occur, it must occur on the community level. With over 1,500 "America 2000 communities" in existence, steady progress is being made on improving the quality of American education. We believe that community service is essential to strong communities. Therefore, linkage between America 2000 and community service is fundamental. America 2000 can advocate youth service in a variety of ways. For example:

- Spotlight successful community service/education partnerships on satellite town meetings to other America 2000 communities.
- Build working partnerships with the Commission on National and Community Service, the White House Office of National Service, Youth Service America and similar organizations.
- Encourage the New American Schools Development Corporation to incorporate research and service-learning programming into their "break-the-mold" schools.
- Develop a database of successful community service programs that address the six National Education Goals. This project would encourage collaboration among various service and educational organizations including the U.S. Department of Education, Youth Service America, Youth Policy Institute, and the Points of Light Foundation.
- Encourage local America 2000 boards to invite youth representatives to serve on boards where policy affecting youth is being developed; provide support and training so that the youth representatives can act as full board members.

Martin Luther King Jr. once said, "Everyone can be great, because everyone can serve." The America 2000 strategy is one that encourages achievement; one that encourages our students to give their very best; one that encourages greatness. It is our hope that this end can be achieved, and these goals met by creating a powerful partnership between service and education.

Youth Service America promotes the advancement of youth service nationwide in all its various streams and models. YSA interns contributing to this essay include Cinnamon Bradley, Dan Carter, Torrance Colvin, Len Davis, James Donegan, Jared Genser, Diane Jackson, Vollie Melson, Jennifer Porter and Sean Smith.

YOUTH SERVICE: PERVASIVE, LOCAL, EMPOWERED, POSITIVELY DRIVEN, PERSONALLY INVESTED

Jack Calhoun

The National and Community Service Act was a beacon, challenging us to help youth understand that how our brothers and sisters are faring is a more important question than whether one owns the newest in Guess? jeans. The Act is a thrilling starting point, but we will unleash the transforming potential of service and involve the greatest numbers unless youth themselves are actively involved in identifying issues of interest and crafting solutions to them, and unless community service is an accepted ethos in communities large and small across the nation. Will the passage of another decade see youth service embedded in the hearts and minds of each generation? Maybe. Maybe not. The redrawing of the National and Community Service Act in 1993 can lay the foundations for a sturdy community service construct for generations to come or leave an ephemeral framework that collapses into the special interest group category.

We share a common vision that foresees a society in which the issue of voluntary versus mandatory service is no longer relevant—because people not only want to serve but see community service as vital to their own well-being. Teaching community service would not be a duty imposed on overburdened schools but an opportunity for all. In the bright future, people have multiple avenues for service in multiple settings in every community across the land.

If this vision is to become reality, several things must happen. The concept of youth service must become pervasive; it must be seen as empowering; it must be localized; it must encourage personal investment; it must offer a variety of positive incentives.

Pervasive: The idea of service to others needs to be a part of the warp and woof of civic life. It should be both an expectation and a resource. It is not enough that we have a tradition of volunteerism. Service cannot be confined to a few specific institutions and "special initiatives." Moreover, it cannot be seen as applying only to specific groups or kinds of people or to defined areas of work.

Empowering: Every human being wants to be able to control, as much as possible, decisions that affect life. The more empowering youth service programs are—the more that young people have a say in what gets done and how it's done—the more likely the programs are to succeed.

Localized: Left as a generalized national goal, community service will float in the policy sphere, its conceptual string clutched only in the hands of those who have deep investment in the concept. Localized—made tangible, specific, and owned at the community and even the neighborhood level—it gains constantly renewed vitality, high relevance to daily lives, and a growing body of advocates.

Grounded in personal investment: Personal conviction that community service is beneficial—especially conviction that grows out of direct experience—drives the convinced individual to seek out areas in which community service can help, people who could serve if recruited, and ways to maximize the returns of service to all.

Driven by positive incentives: Our national character tends to be repulsed by government compulsion, absent an overwhelming need for protection against disaster. If we are truly to become a serving culture, if servant leadership is to become the norm, then the servants must be willing. Mandating service is not a permanent solution, though it may be the boost that gets the movement rolling.

We know the importance of these features in community service because they are key components of the successful and growing Youth as Resources (YAR) programs. YAR was piloted in Boston, developed in three Indiana cities and spread to other sites in that state with funding from the Lilly Endowment. It is already expanding to communities across America.

It is clear to us that the pervasiveness, empowerment, personal investment, as well as the local and voluntary nature of YAR have been critical to its astonishing success. Crafters of the 1993 version of the Act must find ways to reflect such principles and to encourage them. Youth Corps efforts are promising, but not every youth is able to serve full time or away from home. College service is commendable, but not everyone goes to college and not everyone can serve if there. School-based service can mean a revolution in learning—but it can also mean additional demands on an already-beleaguered system. School systems have even begun to shorten their days, giving students more unoccupied time during the day. Meanwhile, communities—their streets, libraries, museums, malls and youth centers—have become de facto latchkey care programs.

YAR is grounded in pervasiveness, empowerment, local service, personal investment, and positive incentives:

Pervasiveness: YAR has attracted young people who range from drop-outs to Scouts, from barely passing to honor roll, from delinquent to model citizen. It has attracted community participation from churches, youth-serving agencies, schools, juvenile detention facilities, businesses, civic groups and more. Because of YAR-related experiences, community organizations ranging from the Hispanic Festival to the United Way have brought young people into active, full membership on their Boards.

Empowerment: YAR *is* empowerment for youth. Young people pick the issues and decide what to do about them. They develop the project plan and budget and advocate for its approval. If they get the OK, they take charge of carrying it out. And the skills and capacities that young people bring are valued. Erin, whose tangled personal history has placed her in an institution serving delinquent girls, saw how even the simple gift of a recipe could be of value: "At first I felt real bad the people in the shelter didn't have anything and I did, and then I felt good because I could give them something [food made from her mother's recipe]."

Local service: YAR is grounded in the local community. Its grant-making board consists of adults and youth from that community.

Jack Calhoun, Executive Director of the National Crime Prevention Council, has served as Massachusetts Commissioner of Youth Services and Chair of the State's Adolescent Task Force. He was appointed by President Carter to be U.S. Commissioner of the Administration for Children, Youth, and Families. He currently serves on numerous boards, including those of Youth Service America, National Center for Early Adolescence, and the National Assembly.

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Organizations that sponsor the young applicants are from that community. Priorities are those of the grant-seeking youth in that community. Beneficiaries are right there in the community. Equally important, YAR is flexible and can be quite inexpensive (project grants of $500 to $1,500 are the norm).

Personal investment: Youth and adults who have been involved in YAR become invested in substantial numbers in the concept of community service. One young man summed up the transformation concisely: "We got into this just to say we were doing it, and then we were going to get out. Now we wouldn't leave for anything."

Positive incentives: YAR is voluntary and open to all. Youth are not required to take part. But they are offered the opportunity for enjoyable activities and public acclaim (project kick-offs, youth celebrations, news coverage, and award ceremonies, for example), and more important, they are offered power and authority through the grantmaking process in which they, not adults, take charge.

Three more elements are important to the success of YAR. First, each youth can use his or her unique gifts: Dancers created an original work on resisting peer pressure; good listeners have mediated disputes; artists have developed murals and brochures; teen mothers developed a play on the realities of teen pregnancy and parenting; Girl Scouts helped care for children at a shelter for battered women.

Second, youth work in contexts in which they feel comfortable, whether a community center, arts institute, school, church, Boys' and Girls' Club, or wherever. They work near home, near school, at a local playground, or across town at a shelter. They work with and in a framework they helped to create.

Third, YAR applicants design a project on something they feel is important, that they feel they can fix—or at least help improve. They are challenged to look at the community, identify problems, and figure out solutions. The problems they have dealt with—ranging from homelessness to day care, from drop-out and pregnancy prevention to needs of the elderly—are at the core of today's social needs. In describing to the YAR Board the need for her Girls, Inc.-sponsored project, eleven-year-old Kamieka explained, "Just because these people are old doesn't mean we have to set them aside. We want to show them that we care about them and make friends so they won't think kids and teenagers are self-centered." The group's application was approved.

The community service movement is rich. The enthusiasm built for school-based, college-based, youth corps, and community-based programs is a major resource. But it is one that can be too quickly and tragically squandered.

Unless the concept is woven into the very fabric of the community's normalizing and mediating institutions, unless the idea is locally owned as well as nationally stimulated, the beneficiaries of the Act will be few, its advocates fewer, and its lifespan regrettably short. We cannot afford in this reauthorization to settle for anything less than a system that makes youth service pervasive, local, empowering, positively driven, and personally invested. We won't get a second chance.

YOUTH SERVICE IS ALSO ABOUT CHANGING ADULTS

Samuel Halperin

The National and Community Service Act is profoundly more significant than just another federal funding mechanism—of which we already have many hundreds. Rather, the Act—properly conceived and imaginatively implemented—has the potential to help make education exciting, challenging and (. . . dare we say it?) fun. Like other forms of experiential, contextual or hands-on learning, service-learning has the capacity to motivate and turn-on the millions of disaffected students who, rich and poor alike, merely take up classroom seat space without sensing much meaning, relevance or connection between their obligatory formal studies and society's life beyond the classroom.

One major outcome that I hope will emerge from continued experience with the Act, and with the growth of community service and service-learning nationwide, is that American adults will, over time, radically revise their largely stereotyped images of and conceptions about young people. In the nomenclature of the service movement, adults, as well as young people themselves, will come to see "youth as resources" for the solution of many of the nation's most vexing and persistent problems. The "generation gap" will not necessarily vanish, but it will be tamed and seen in more respectful and mutually supportive perspective.

In other words, the NCS Act is about much more than channelling youthful energies into constructive pro-social work and about revitalizing education—worthy ends in themselves. It is also about helping adults to accept, to value, to celebrate the talents, the enthusiasms, and the aspirations of young people everywhere in our society.

As I move around the country, I encounter persistent adult attitudes that can only be deemed destructive of any sense of true community, harmful to any real sense of shared destiny in our society. Here are ten composite examples of such adult attitudes, which I have experienced more than once:

(1) "Youth are dependents and clients who need to be served, not persons who can serve and contribute to the well-being of others." (2) "Youth have to be fixed, their deficits removed, their deviant behavior curbed." (3) "Youth are constitutionally rebellious, self-destructive, and ungovernable; with their bundles of raging hormones, they spell trouble." (4) "Youth live only for the moment and for immediate self-gratification, with no ability to think long-term or to sacrifice in the present for future gains." (5) "While children need lots of support and encouragement and direction, youth are old enough to stand on their own two feet and pull themselves up by their bootstraps." (6) "Youth's values are all wrong, their behavior is wrong and, therefore, when they get into trouble, they are solely responsible and deserve their fate." (7) "Youth are given 12 years of tax-supported education. After that, they must make their way in the world on their own." (8) "Youth don't have real experience of life and, therefore, they are incapable of making informed and mature choices and decisions." (9) "Life is a series of hard knocks. Youth have to experience the same upsets and traumas as the rest of us." (10) "Genuine learning occurs only in the classroom, not in the workplace or the community. Any diversion of youth's time and energies outside the school is anti-educational."

Notwithstanding the fact that several of these views are contradictory, their active presence in so many adults does much to explain why so many youth are deprived of the support and understanding of adults that I believe most young people ardently desire and that are essential to their sound development.

In any case, community service and service-learning hold out the promise that as adults observe increasing numbers of young people actively engaged in constructive, pro-social work, their own self-limiting and jaundiced views of youth may be transformed. Moving from adult hostility, passivity or benign neglect to positive partnership with young people is a goal well worth pursuing—for the nation and for the generations that comprise it.

Having expressed at the highest levels of our political commonwealth—through the President and the Congress, in partnership with state and local governments and the non-profit sector—that community service is important to the nation's well-being, we need to stay the course. If changing adult attitudes depends on observing and sharing in constructive youth behavior, we have before us the work of a generation. In that sense, the NCS Act is not just another program but a balm to help heal America and make it whole.

Samuel Halperin, a political scientist by training, served as Study Director from 1986–92 of Youth and America's Future: The William T. Grant Foundation Commission on Work, Family and Citizenship, where he directed the preparation of two *The Forgotten Half* reports (1988) and over 30 supplementary studies. Currently, he directs the American Youth Policy Forum, which is concerned with helping policy makers develop a comprehensive and effective system of youth development in the transition from schooling to the world of employment, parenthood, citizenship, and lifelong learning.

EDUCATING FOR SERVICE

Rev. Theodore M. Hesburgh, C.S.C.

I applaud the National and Community Service Act and the distinguished Commission that has given it life and meaning in our society so needful of service to those less fortunate.

From my own experience working with Sarge Shriver and (now Senator) Harris Wofford at the beginning of the Peace Corps over thirty years ago, I have one suggestion to make for the future of higher education through voluntary service.

The worst virus to infect higher education a generation ago was the "me first" generation of self-indulgent and self-serving young people. It struck at the heart of what higher education is really about: developing the minds and hearts of young people so that they might become contributors to the general well- being of our society, to make it more equitable for all, to make it a caring society for those on the fringes. After all, society puts up most of the money to support higher education. At least society can rightly expect those it educates to be more intelligent, more capable of personal development, and willing to use this enlarged capability to benefit not only themselves but their fellow citizens as well. As John Donne said, "No man is an island." No woman, either.

I believe we successfully eliminated this "me first" virus in recent years, and we did it by stressing that service to others in need is an essential goal of all education, especially that on the college and university level.

I remember that when I entered the freshman class at Notre Dame in 1934, during the Great Depression, there was only one student I knew who was engaged in voluntary public service. I still remember his name, Vince McAloon. Vince used to pick up all the leftover food at the dining hall each night and deliver it to the "jungles" near the railroad station where the unemployed (they were called "hobos") dropped off the freight cars and gathered around a fire to share the few scraps of food they could beg, borrow or steal. Interestingly, Vince, now over 80 years of age, has spent all these years in a variety of full-time service capacities, helping thousands of unfortunate people. What he began as a young man became a way of life, here and abroad, and the world is richer for his service.

By contrast, today over two-thirds of Notre Dame's 7,500 undergraduates are engaged in a wide variety of voluntary services. They serve in many ways in our local South Bend Hospitality House, which helps thousands of homeless men, women and children each year. It is not just a soup kitchen. It meets all of these people's needs, physical and spiritual, health and home finding, job training and correction of drug and substance abuse, child care and family reunion, whatever is needed and responsibly received.

The students are largely responsible for the Logan Center, which cares for hundreds of children afflicted with Downs Syndrome. This is a very demanding task, but one that the young men and women who do it will never forget.

Then there are the myriad other tasks that need to be done in any society, more than twenty-five in number. To name some: Big Brothers and Sisters for children without family support, tutoring those who might otherwise drop out of school; helping minority children, mainly Hispanic, with a language problem; Head Start; Christmas in April; Habitat for Humanity and many more. Our students do them all.

During fall and spring break, hundreds of our students fan out across the land, living and working at established service centers of all kinds: battered women shelters, drug and alcohol rehabilitation centers, food for the poor or bedridden, juvenile criminal rehabilitation, Dismas Houses for released jail prisoners (we operate one in South Bend, too), and on and on. There are good results from these programs. The local alumni clubs (of which we have over 200) both locate the public service centers in their locality and support the students who work there during brief vacations or through the long summer break.

Thus, both the students and the alumni and alumnae are being educated about the need out there, forgotten by most, and learning what they can do to help, in both a temporary and permanent way.

How did all this get started? First of all, it happened because the most visible leaders at Notre Dame, both administration and faculty, were concerned about social problems and engaged in serving. Secondly, when students became interested in service, the faculty either accompanied or debriefed them in groups on their return to the University to solidify the lessons learned and motivate each other to do more when possible.

This led to another development. At graduation each May, we have a special ceremony to send off more than a hundred graduates who have volunteered to spend a full year or two of their lives, right now, in various forms of special service. For those going overseas, we provide language training for two or three months. Different tasks also have appropriate orientation and training when needed.

Another reason that the student service program prospered and grew at Notre Dame is that we gave it visibility on campus. When our TV station moved to a new location, we gave the old building to what is now called the Center for Social Concerns. Everybody knows where C.S.C. is and what it is doing. Those who are doing nothing to help others feel a twinge of conscience when they walk by the Center each day.

We have also established annual awards for outstanding student and faculty service. The Center has a faculty priest-director and a dozen or so staff people, some of them also volunteers. We have been asked, "Why don't you make student service required for graduation?" The day we do that the service will cease to be voluntary and generous.

In the context of this article, I must admit that all of this has been accomplished at one school (and many others) without a cent of federal money—or state money, either. However, we do have indigent students who are working all year round and unable to break free for voluntary service.

I am sure that if federal scholarship grants were available, we could enlist the services

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of many of our indigent and minority students, who tend to be underrepresented even in areas of service where they could have maximum impact. Also, it would be enormously helpful if our graduates who spend a year or two in service here and overseas would have graduate fellowships, federally funded, available to them on their return. As it is, they come back not only broke financially, but often in debt.

I finish where I began. Higher education has the greatest pool of young and educated potential volunteers (14 million). They are easy to locate, many right in the midst of some of the greatest social needs of our times, in the inner cities of America. It may take federal grants to start a series of programs such as we have here at Notre Dame. Campus Compact was organized to help college and university service programs develop. Still, in many impoverished areas, start-up grants would help and all American higher education would be enriched.

The only addition I would suggest for the National and Community Service Act would be some support and reward (mainly educational benefits) in recognition of national and international service on the part of young Americans.

THE HEROIC SEARCH

David Sawyer

The urge to heroism is natural, and to admit it honest.

Ernest Becker

We human beings are all engaged in a heroic search to validate our lives, to offset our legitimate fears of life and death, and to find meaning in this vast and complicated world. Everything we do, in one way or another, appears driven by this primal need. America's young people are deeply engaged in this heroic search. Gangs, drugs, premature sexual activity and all the problems symptomatic of disaffected youth are a direct result of this existential search. Young people are constantly looking for intense experiences that will establish their identities and connect them to life and to adulthood. School, church, and sports offer many youth that connection. Whether they express this innate urge in a productive or destructive manner depends largely upon choices available within their immediate environment.

The National and Community Service Act, and the thousands of grassroots programs that preceded and precipitated it, have begun to do something more critical than create service opportunities for youth and service benefits for those in need. The Act creates a new structure of roles and meanings in which the heroic search can find legitimate and healthy expression. The implications of this are truly profound for our families, our schools, and our democracy, all of which are burdened with extreme stress and dysfunction as we approach the 21st century.

In 1968, Becker noted that "the crisis of modern society is precisely that the youth no longer feel heroic in the plan for action that their culture has set up." This dilemma continues for America's youth. It is clear that if we do not offer today's young people meaningful life connections, we simply cannot blame them for seeking those connections in strange and terrible ways.

More and more are stumbling through their adolescent years, finding heroism in the wrong ways, insuring their alienation from society and adult alienation from them. They are dropping out of school, turning to drugs, ending up homeless, landing in prison and getting stuck in low-paying/low-morale jobs or trapped in the welfare system. Solving these tragic social problems *after* the fact costs taxpayers billions of dollars every year. For a fraction of the cost, we can practice a kind of preventive social medicine that offers young people real alternatives. This is the only way we will ever win the "war on drugs" and the "war on poverty" and all our other impossible domestic wars.

We cannot afford *not* to fund fully one of the finest initiatives to come out of America in years. We are close to creating a unique grassroots/government partnership that would fundamentally alter the experience of today's young people—our emerging new leaders. Helping others, understanding the root causes of social and environmental problems, developing leadership skills, learning to work with people of all ages, and making recognized contributions have a profound impact on one's sense of self. Youth service, well conceived and executed, dramatically affects the quality and the character of young people. We have evidence enough that *the best way to serve our youth is to have them serve.*

This is a perilous and pivotal time in our society. There is an old proverb that states, "the hearts of the people are the foundation of the empire." Youth service is the foundation of our future democracy. We must not let the moment pass.

David Sawyer is the director of Students for Appalachia, a community service program at Berea College that has won several national awards. David works with adults in leadership and community development in the Brushy Fork Institute, helped design the new Bonner Scholars Program and is on the board of COOL (Campus Outreach Opportunity League). He writes, speaks and conducts workshops around the country for colleges and national organizations.

WHAT IS WRONG WITH THIS PICTURE?

Bernadette Chi

Doing service as a college student was such a meaningful experience for me. I hope that my children have the opportunity to work in homeless shelters.

Educating active, responsible citizens was one of the essential reasons for establishing public schools in the 1800s. Young people are constantly blamed for being selfish, apathetic, and not voting and yet currently, there are few mechanisms for young people to learn positive citizenship. Should we label young people as "apathetic" when the institutions that affect them the most, such as families and schools, have been hardest hit in recent years? Should we blame them for not voting when they have had little or no institutional support or opportunity to exercise their citizenship skills? They cannot be held solely responsible. Perhaps we have not shown young people how to be contributing members of a participatory democracy.

Advocates for youth service claim that performing service develops citizenship. But as illustrated by the quote above, service alone does not lead its participants to long-term solutions for a better society. As described in the following paragraphs, well-structured youth service programs include three critical elements: to develop leadership skills in young ; to provide knowledge about pressing community issues; and to offer the experience of participating in long-term community problem-solving. To provide opportunities for all young people, we must look to the schools to revitalize their original mission with well-structured service opportunities.

As an element that is often overlooked, personal leadership skills are necessary preparation for young people in their roles as active citizens. Successful programs teach effective communication, active listening, group facilitation, sensitivity to diversity, informational interviewing, and public speaking. Young people can then identify community needs, manage projects, and lead groups in planning and mobilizing for civic action. Such skills will serve them well—now and in the future as lifelong citizens.

One important way to foster youth leadership is to view youth as resources in selecting projects and planning and implementation of programs. There are challenges and benefits. From my experience as a college student in decision-making settings, I know that extra time is required for orientation, that young people can feel intimidated and uncertain of their roles. The young person benefits by learning tremendous amounts of information as well as experiencing what it takes to make their point (with respect, of course). Through youth involvement, programs gain an honest assessment of proposed activities and greater ownership by youth in meeting the needs of youth. As a college graduate, I can no longer speak as a young person, but I realize my responsibility to include them in the process. We must invest time, energy and resources in youth to build youth leadership now and to provide experienced leaders for the future. Orient youth leaders, give them adequate preparation, and let them tell you what they really think.

The second critical element of well-structured youth service programs is providing young people with the knowledge of needs in the community. To have meaning and impact, service must meet real community needs. As a result, projects should be developed in cooperation with entities in the community, such as service agencies, local government, and the client population. Youth in particular should be involved in the identification of issues and the development of projects. By doing so, young people learn about the pressing issues in the community.

The third critical element emphasizes long-term community problem-solving and offers young people the experience of working as responsible citizens. As shown by the opening quote, service provides necessary short-term solutions and enriching experiences for individuals. But service alone does not reach for *long-term solutions*. Long-term community problem-solving is brought about by advocating for changes in the policies and community institutions; by lobbying for legislation; by participating in organizations; and most essentially, by voting. The student quoted missed the opportunity to examine the causes of homelessness and to realize the need for broader action. This scenario demonstrates the necessity of reflection after completing service projects to examine feelings, the causes of such pressing problems, and future steps for action. Citizenship, after all, is a lifelong process of seeking to improve our communities and our country. Young people should be guided to recognize that such long-term efforts are required to ensure that homeless shelters become unnecessary before their children's time. They could begin to learn what it takes to be active, caring citizens, and the consequences of inaction.

As evidenced today by the poverty of our inner-cities, our increasing abuse of drugs, and our overburdened prison systems, society deteriorates when responsibility does not accompany individual rights and freedoms. To begin to develop strong citizenship skills for the greatest number of youth, service proponents and educators should look to each other for support. Advocates of service should rely on the structure of schools for two reasons: in the short-term, to reach the largest number of youth; in the long-term, for institutionalization of service opportunities. Conversely, educators could view service as a means to fulfill the original mission of the schools—to prepare active citizens to participate in our democratic government. It is clear that no other institution can address this critical need of our participatory democracy. Although there are numerous challenges in establishing such programs, youth service as citizenship development can bring life to the mission of education.

The National and Community Service Act offers governmental support and much needed technical assistance to address the challenges facing schools and communities that wish to involve young people in quality youth service programs. However, to promote programs that develop active and

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responsible citizens and to institutionalize service in education, several issues in the Act must be addressed. As related to the three critical elements, leadership development should be emphasized as preparation for citizenship. Additionally, to offer access for all students, the need for student stipends in economically disadvantaged areas should be seriously considered. To organize service projects that meet real needs in the community, staff development for current teachers and liability constraints precluding some projects should be addressed. Finally, long-term community problem-solving should be encouraged as students could best learn true citizenship through experience. The Commission on National and Community Service should take it upon itself to promote the coordination of written resources, the collection of "exemplary programs," and the development of curricula for trainers (for youth, teachers, and agency staff) to meet the challenges of implementation.

Most importantly for the programs and the service field overall, governmental support must be sustained. We cannot have year-to-year funding that starts programs, leaves them without funding, and then evaluates them as failures. The Act should be reauthorized, perhaps for ten years, to allow programs to take hold, learn from their mistakes and demonstrate their positive impact. To counter claims that youth are "apathetic," the young people I have met have told me that they want opportunities to serve and to contribute, to get involved and to make a difference. Though they may not see themselves as "citizens," they recognize the benefits to themselves and to their communities if they act as citizens. Some believe that if service were promoted, their peers could find connections to community in positive ways, rather than turning to drugs, crime, and gangs. They say service allows young people to feel a responsibility to make their communities better. And, it "doesn't matter where you live or what race you are, as long as you work together and work hard."

Our communities and our country should support young people in their citizenship development as young people address short-term needs and attempt to find long-term solutions. Recognize youth as resources and not liabilities, as providers and not recipients. Give the power of youth service to develop citizenship a fair chance. Perhaps then we can hope for young people who seek to *solve* problems of homelessness, who do not expect shelters to continue to exist. It will not be easy, but if we believe in it, then we can and must make the commitment. We have few other choices.

THE CRITICAL LINK BETWEEN SERVICE AND ADVOCACY

Sondra Hausner

There will always be a need for charitable services, because there will always be people in desperate and immediate need. But addressing those needs one individual at a time, no matter how valuable, will not change the underlying causes of distress. No one thinks, for example, that providing food to the hungry or shelter to the homeless will eliminate the problems of hunger and homelessness. No one believes that building more shelters will decrease the demand for shelters or feeding more people will reduce the number in line at soup kitchens. Therefore, the National and Community Service Act and other policies promoting community service should foster programs that address root causes of social problems as a necessary component of service.

Nonprofit organizations that exist primarily to serve community or individual needs are increasingly turning to advocacy as a means of community problem-solving and public policy change. They see the answer to the education crisis, for example, as being more than providing tutors: The solution lies in involving parents, teachers, and even students themselves in the governance of schools. Focusing only on service delivery without the necessary component of working for social change is short sighted; it is a little like deploying buckets to catch the rain falling inside the house. At some point you have to fix the roof.

Charitable service work can often be an entry point for public problem-solving or policy advocacy. Those who offer necessary services should be provided with the tools, opportunities and support they need in order to engage in effective advocacy work. Those on the front lines know best the problems our society confronts and are often the most innovative and informed voices for positive change.

Advocacy means conducting public education in order to change public behavior. It means influencing the way society understands an issue and how our public and private institutions respond to it. It means influencing how the people's elected and appointed representatives respond to issues in our changing society. At its core is a belief that citizens and communities are capable of crafting relevant and creative solutions to pressing public problems.

Lasting solutions to our nation's problems can only be found through actions that combine service with advocacy, actions on the part of concerned citizens and their voluntary organizations that urge society and its institutions—schools or corporations or the government—to change behavior and policies that contribute to the problems or stand in the way of their solutions. Direct service and advocacy are inextricably linked; to promote service without concurrently encouraging advocacy is to do a grave disservice to both communities in need and providers of service.

The infrastructure that we develop to build youth service initiatives must consider not only the mechanism best suited for service delivery, but also the ways in which community problem-solving can be experienced, learned and taught. Community service programs in elementary and high schools, for example, are struggling to determine how and if advocacy can be part of direct service projects. National policies can play a role in encouraging these programs to explore the link between service and advocacy. Service programs have already been developed to help address social ills and advocacy is a logical and important extension.

Advocacy-oriented activities can take many forms: Reflection or evaluation components can encourage discussion about the causes of situations that called for service; training components can suggest research techniques or explain local policy in a specific issue area. Time can be set aside to write letters to politicians, newspapers, or corporations, in order to publicize findings, describe experiences, or make suggestions. Similar activities can be incorporated into service-learning projects: A day devoted to the joint projects of analyzing chemicals in a local river and cleaning up the riverbed can be followed up with a discussion of how the river became contaminated and a session devoted to writing to a local industry whose waste disposal contributed to the problem.

The National and Community Service Act and other service-related policies should emphasize the connection between service provision, social problem-solving and active citizenship. Service combined with research, course work, information dissemination, and even lobbying should be our standard; we should provide service programs with resources and guidance about how to expand their capacity for action. Campus service programs should work with local advocacy groups, for example, and students should do research both to augment knowledge in a particular issue area and for course credit. We should teach service providers how to use their experience to achieve social change, through telling their stories at local events and to the media.

"Thoughtful" service signifies the idea that giving time is not enough. When we offer community service as a solution to inequitable social policies, we invite thoughtless service. Giving of oneself to a community is one of the finest examples of civic participation: We should actively encourage our youth—and citizens of all ages—to serve their communities. But we should always contextualize the process of giving by asking citizens to join in the process of solving the problems.

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YOUTH SERVICE: THE BEST SOLUTION-STRATEGY AROUND

Maura Wolf

When ten people paddle a boat in four different directions, they exert a lot of energy but end up in the same place they started. If, instead, they line up strategically and work together towards an agreed-upon direction, they can exert the same amount of energy and get a lot closer to their destination.

While youth service efforts are not as unproductive as ten people going around in a circle in the middle of a river, they certainly could be more coordinated, directed and strategic. With greater focus and direction on specific social issues, young people can have a tremendous impact on the problems we face as a nation.

One problem that has an impact on so many others is the crisis of children in America. Perhaps we've seen one too many statistic and become numb to that crisis. Problems like neglect, poor education, child abuse, violence and suicide may not exist in our backyard, but they're happening in someone's and pretty soon the fence around our houses will burn down and we'll have to realize our backyards are connected. The youth service movement needs to be challenged and supported by organizations like the Commission on National and Community Service to focus its momentum on the crisis of children.

We talk often about the 400,000 kids who will drop out of school each year and the one million who will get pregnant. Many more kids are growing up without a sense of hope, self-esteem or family relationships. The 1.8 million kids who will be victims of violent crime in a year are nothing compared to the number of kids scared to death to walk home from school. Perhaps the hardest task is looking at ourselves, our brothers and sisters, kids or neighbors, and realizing we are all vulnerable and at-risk. Our lives, hope and dignity can be ripped away from us by a passing car, bullet or sneer in a single moment.

While all of us are at-risk, kids are among the most vulnerable members of the population. Too many of them risk dying early, getting a poor education, not having a job and living in a world filled with racism, despair and selfish individualism. We need to recognize the crisis and realize that it affects all our children.

Kids at-risk are only half the equation. The other half is kids at-strength. Every child has the potential to be great. They may be great at finger-painting, loving their mom, selling candy bars for school, playing soccer, acting in a play, taking care of their younger sister, learning to read or organizing other kids to play fair or help out elderly people in their neighborhood.

While all children are at-risk, they can be at-strength if they have some help with their basic needs such as food, shelter, clothing, healthy moms, strong families, pre-natal and early childhood health care, love, continuing education, support and opportunities as their lives go on.

The Forgotten Half, by the William T. Grant Foundation Commission on Youth and America's Future, *Beyond Rhetoric* by the National Commission on Children, and many other reports have told us that not enough kids are making it from one side of the equation to the other. More kids need the bridge to make it from surviving at-risk to developing at-strength. We need more bridges that are wide and strong and can support young people of all types —walking, running, crossing in wheelchairs or trying to find a bridge where dirt roads exist instead of paved ones.

Young people play a role in building the bridge:

- We make great role models, mentors and tutors because we are close enough to relate, but old enough to pass on the lessons.
- We have the time and energy other kids need.
- We know the urgency for our actions because the crisis of our future, community, brothers and sisters, and children depends upon the choices we make.
- We can be strong advocates for issues that are close to our lives.

There are thousands of examples of youth taking an active role in addressing issues that affect kids. Young people of all ages contribute to educational, cultural and recreational programs that operate after school, during school and during the summer. Medical students help young mothers and babies get quality health care. Many junior and senior high school students use their lunch hour to tutor and mentor younger children. A coalition of Black students works with the Children's Defense Fund on a variety of issues related to kids.

Obviously, what we are doing is not enough. What we need to do is get together with child care administrators, teachers, teen-pregnancy prevention program directors, young people who feel they have been left out, and community leaders from business, government and the private sector who understand the problems. We need to be connected to people who can identify needs that aren't being filled and who want to discuss and support effective roles for young people as a part of the solution.

The contributions we can make include:

- Improving education by assisting with parental involvement programs; mentoring; tutoring; expanding early childhood education programs and helping to develop service-learning opportunities
- Expanding recreation opportunities by developing and/or staffing school sports programs; building recreational and enrichment programs around the often under-utilized summer federal food-assistance program and organizing recreational opportunities in housing projects, at parks and in local neighborhoods.
- Making good health care more accessible by organizing public health clinics and fairs; researching affordable options for health care; and developing public education campaigns for immunization, the prevention of teen pregnancy and prenatal care.
- Expanding access to quality, low-cost child care by serving as child-care staff assistants; researching options for child

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care that are now available and assisting in staff development activities for child-care workers.

Young people can mobilize around a wide variety of children and youth development issues by organizing community-wide forums to discuss issues and generate action; setting up community-wide clearinghouses of available youth services and educating people about them and reaching out to the media to focus them on what is working for kids.

It is obvious that this is an area in which we have a tremendous amount to learn. We need individuals and organizations to support our efforts by:

- Educating young people about issues such as child development, program evaluation, education reform and effective youth services.
- Offering young people the opportunity to give speeches, write articles, receive press attention and sit on organization boards to promote their voices for changing kids' lives.
- Funding young people directly to support efforts that address the needs of kids.
- Embracing the definition of community service that includes public education on policy issues.
- Breaking down barriers and building bridges among people of different ages, races, economic levels, education levels, organizations and government entities. We need examples that give us hope that it can happen; training to help us understand how to do it; and technical and financial support to implement efforts that can help us bridge the gaps.

Kids are in crisis. Young people are a resource. And there are many bridges that need building. The Commission on National and Community Service, as well as other entities, have the opportunity to focus community service efforts on the development of kids at-strength.

COMMUNITY SERVICE AND STUDENT FINANCIAL AID

Pronita Gupta

The United States Student Association supports the National and Community Service Act and finds it a better and more far-reaching bill than the original Nunn-McCurdy bill, which would have eradicated the current need-based student aid system and required students to perform national service before receiving financial assistance for college. We applaud the Act's focus on innovative service projects, which provide the impetus for youth leadership and creativity.

This visionary Act has led to a renewed focus on community service in both the public and private sectors. This new wave of attention has also prompted many exciting new measures such as legislation that earmarks five percent of College Work Study funds for community service jobs. Such programs expand students' job options and expose them to community action-oriented work.

The United States Student Association, the nation's oldest and largest student advocacy organization, representing over 3.5 million students, has always advocated community service as an integral part of political activism and social awareness. One cannot have service without some form of political awareness (e.g., working in a soup kitchen is bound to make one ask what conditions created the need for this service) and in the same respect one cannot successfully take political action without performing some form of direct action (e.g., community service). However, though we truly believe all individuals should participate in some form of community service, we strongly oppose the idea of mandatory community service as "payment" for financial aid. This concept, which was advocated by Senator Nunn and Representative McCurdy in the 101st Congress, was omitted in the National and Community Service Act. Because programs to encourage volunteerism should not be coercive or discriminatory toward low-income students, we are troubled by certain sections of Bill Clinton's Lifetime Learning Program, specifically the National Service Trust Fund concept.

Bill Clinton has proposed replacing the current student loan program with a national trust fund from which all Americans have the right to borrow money for postsecondary education. Students could repay the loan in two ways: either through an "income-contingent" loan program (a program which raises certain problems, but which will not be discussed in this paper); or through community service. While this proposal does not seem to advocate mandatory community service, tying financial aid to national service may open the door to mandatory service as a prerequisite for financial aid.

The original intent of financial aid was that it was an investment in the future. By providing financial aid, the country was ensuring that it would have a competitive and skilled work force which would eventually "give back" to the economy through taxes and by purchasing/producing goods. One education researcher found that for every dollar invested in federal financial aid grants, $4.30 was eventually returned in taxes. However, over the past 11 years this concept of investing in students has eroded and has been replaced by the myth that student financial aid is basically a form of individual government assistance. We have seen the balance between grants and loans shift, and we are finding that students are mortgaging their futures so that they may receive an education to better themselves and thus better their world. If community service is seen as a form of payback for education, both the concepts of investing in students and working for social change will be lost.

If we create a system by which only criminals and the low-income "have to" perform community service, the philosophy of service is mutated. The beauty of community service is that it is something that all people can perform, regardless of race, sex, religion, political beliefs, economic or social status. Yet, when we link service to financial aid this "equity" disappears and is replaced by a situation of the "haves" versus the "have nots." Students who can afford college without any governmental aid have a choice regarding whether they want to do community service. This important element of choice is taken away from low-income students when financial aid is made contingent upon community service.

In addition, advocates of community service should be wary of mandatory service for service is a selfless act and should be self-motivated. It is wonderful to advocate service and instill the ideas of service-learning from a young age, as the National and Community Service Act promotes. However, service to one's community has to come from oneself and has to be a voluntary choice.

The services that constitute community service in Bill Clinton's proposal also present concerns. According to his Putting People First plan, community service jobs are described as "teachers, law enforcement officers, health care workers, or peer counselors." We would like to know if these are the only areas of need in which a person may work in order to repay their loans, or if they may work in battered women's shelters, rape crisis centers or with advocacy organizations. What community positions should be considered community service? Clearer definition is needed.

The best way to increase community service participation is to decrease student loan debt by funding more student aid grants. In the 1970s, grants comprised 80 percent of student aid while loans only accounted for 17 percent. In the 1990s, these figures have drastically changed and are now equal (grants and loans are both 50 percent). According to the Department of Education, as students leave public colleges owing an average $4,800 in loans ($7,000 if they graduate from a private school), we see the far-reaching concepts of equity and investment in education fading.

Bill Clinton should be applauded for looking at remedies to increase community service and to promote higher education. However, under his current proposal, many questions remain unanswered. We need both higher education to

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motivate people to better themselves and community service to better their communities. Yet that does not mean that the two should necessarily be intertwined. Let us continue to invest in education and promote community service through visionary legislation such as the National and Community Service Act.

LINKING YOUNG AND OLD THROUGH INTERGENERATIONAL SERVICE PROGRAMS

Tess Scannell

The framers of the National and Community Service Act had the right idea when they articulated a vision that included service opportunities for all citizens, particularly youth and older Americans. Those of us who are sold on the benefits of intergenerational programming would like to move to the next level through a system of service that builds partnerships between young and old through community service.

Historically, the family, with its extended network of generations and relations, was responsible for the various nurturing, educational, and economic functions required to support all of its members. Over the course of the last century, however, America has become highly segregated by age and family functions have been assumed by a range of more or less age-specific institutions. Children attend age-segregated schools; adults work in environments almost exclusive of children under 16 and adults over 65; elderly people often live in age-segregated housing; and both children and older persons are cared for in age-segregated facilities (day or long-term).

As a result, sometimes the old fear the young, the young don't understand their elders, and society suffers from tensions between the generations. On a pragmatic level, resources for both young and old have become increasingly limited. For the past decade, older Americans, families, children and youth have all suffered from severe cutbacks in essential health and social programs.

Intergenerational programming is a way of bringing younger and older persons together through mutually beneficial exchange. These programs have proven particularly effective because they meet numerous needs of young and old, families and communities, and are almost always cost-effective, often requiring the sharing of limited resources.

A cursory look at the state plans submitted to the Commission on National and Community Service reveals an intent to incorporate intergenerational approaches. Many states wish young people to provide services to seniors, in nursing homes, day programs or even in the seniors' homes. Most plans call on seniors to serve as volunteers in school programs; and some envision old and young working side by side. It is too soon to know how or if these programs are working, but those of us who are believers hope that these planned programs will serve to bring the generations together. As we look toward reauthorizing the National and Community Service Act, we should ensure that all sections of the law require that a percentage of the funds be used to promote intergenerational partnerships, and that special priority be given to those programs where young and old work side by side to benefit their communities.

In order for old and young to derive mutual benefits, they must both be viewed as resources, regardless of the construct or setting of the program. For example, young people who provide services to seniors can be greatly enriched if they are encouraged to talk with the seniors, and get to know them and the struggles they have weathered and hopes they still cherish. Many treasures will go unclaimed if the young people simply finish their chores and move on. Similarly, older persons assigned as mentors to young people can gain as much as they give if they view the relationship as a two-way street. Older people often find that while tutoring a young person they themselves learn a new skill, such as familiarity with computers, and are often inspired to set higher goals for themselves.

If we are successful in elevating the priority of intergenerational programming, we can anticipate many benefits for youth, older persons, community agencies and organizations, and for the community-at-large:

- Increased understanding of life as an ongoing process in which aging is one natural component
- Improved self-esteem
- Dispelling myths and stereotypes of youth and age
- Supportive, meaningful relationships between young and old
- Strengthening informal support networks
- Filling in the gaps that formal social services and families cannot fill
- Providing cost-effective programs that decrease competition for scarce resources
- Promoting community collaboration, pooling resources, cooperative problem solving
- Using time and energy in meaningful involvement
- Sharing experiences and coping skills

Program planners know that good intergenerational service programs do not just happen. They require planning, training, oversight and consistent follow-through. It is important to start small with a good idea, test the program components during a pilot phase, then build on successes. Simply grouping younger and older people together to serve or be served will not make an intergenerational program work. The involvement of trained personnel from the start will often improve chances for success and program longevity.

Intergenerational program planning is not problem-free. It requires commitment, cooperation, and money to make it work. But the problems that can arise are usually surmountable with creative thinking. The benefits of intergenerational programs far outweigh any barriers. Intergenerational programming can provide a renewed sense of community and continuity by reminding people of diverse ages, interests, and backgrounds that the community is an interdependent environment that relies on a delicate balance among all segments of the population.

When all generations can experience the community and each other in a positive and supportive way, society wins. The underlying message is a challenge to us all to explore creative options for programs that can marshall talents and resources across the generations to meet shared needs or to solve the particular problems of diverse citizen groups.

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A VISION OF OPPORTUNITY AND DIVERSITY

Toni Schmiegelow

As the National and Community Service Act began its third and final federal fiscal year on October 1, 1992, it is especially appropriate to reflect on national service and possible ways to make this Act more effective. How can this Act be improved to serve and promote national service, especially among youth? What is an ideal vision of national service in America, and what changes can be implemented to enable us to reach that goal? This essay will focus primarily on these issues within the national service corps network, not on school- or college-based service.

The roots of national service extend back to the New Deal with the enrollment of jobless Americans into the Civilian Conservation Corps. Over the past 12 years, states, localities, foundations and corporations have all sponsored model national service programs. Today, there are over 50 such programs nationwide. Their value is enormous. Without displacing or replacing permanent workers, nearly 20 million hours of service have been provided to the elderly, to children, to people with developmental disabilities, to the homeless and hungry, and to improve the physical environment—a value which alone outweighs the cost of these programs.

Not only does service provide these benefits, but there are also numerous and measurable advantages for those who serve. The volunteers gain in reading improvements, GED pass rates, completion of college courses and other educational advances attained through the continuing education programs offered to the youth while they give service.

Research data on the programs also show that they help these youth become committed adult citizens who succeed in obtaining meaningful employment and also do well compared with the general population in continuing their education. Equally important, research on the City Volunteer Corps (the largest urban national service corps in the country) shows that former volunteers show increased tolerance for others, have a greater knowledge of social issues and are more likely than their counterparts to become involved in civic activities. This is not surprising, especially if we examine a typical national service team in an urban area over the course of a year.

Team 19 of the City Volunteer Corps in New York City is a typical example. One of 30 CVC teams spread across the city on any one day, Team 19 includes 14 young people, seven males and seven females. They are Asian, African American, Latino and white. They hail from Russia, Poland, India, El Salvador, the Dominican Republic and China. Three team members are high school graduates, one is enrolled in Adult Basic Education, one is working on his GED (General Equivalency Diploma) and one is enrolled in English as a Second Language. The remaining team members are enrolled in high school.

Not only are the team members diverse, but so are the projects on which they work. Working with S.H.A.R.E. New York in the South Bronx, this team assisted in sorting, packaging and bagging food for needy New Yorkers in homeless shelters and other settings throughout the city. Next, the team moved to Brooklyn during the summer to work with Community Board #1 at their day camp for small children.

Now Team 19 is working at the Department of Environmental Protection in Queens, helping to update water meter information. After this project, the team may work with the elderly at the Hebrew Home for the Aged. Diversity is again emphasized in the wide range of projects. The team has worked in different areas of the city and with different client populations. They are acquiring a variety of skills and important knowledge that will serve them in their own careers: how to work with children, how a large food distribution effort is mobilized and executed, how to follow basic office procedures. And they are also learning from their clients—from children born in the Caribbean to senior citizens who may have survived the Holocaust. One City Volunteer, Jane, commented on the diversity of her team, which is an important component of all national service programs: "I like working with people who are not like me," she said. "I learn a lot from my teammates."

National service programs enroll all kinds of youth to learn about the extraordinary diversity of America through their projects and their teammates while they acquire skills for adult success in a multi-cultural society. However, national youth service programs today are only able to accommodate a small portion of youth who wish to serve. For example, in New York City, the City Volunteer Corps is able to enroll 650 youth and, even with a significantly scaled-back advertising campaign, must still turn away 800 applicants each year. In a fully funded program, we estimate conservatively that one in 15 non-college-bound youth, or 160,000 young people nationally, would enroll in service corps programs.

Yet, this is not where our vision of national service ends. A larger-scale national service program would unite college-bound and non-college-bound youth. A program such as this would require funding of approximately $9.6 billion, some of which would come from existing federal college loan and grant programs; it would include funds for non-college bound youth as well as money for college students to receive grants and loan forgiveness in exchange for service. In total, we estimate that one in ten youth would participate in this full-scale program. The college plan has already been included in Bill Clinton's Presidential campaign platform (his "National Service Trust Fund"). The value of the service that would be given to Americans through such a program would at least equal the full $9.6 billion cost, not to mention the value of the program to the youth who participate. In total, they would give *250 million* hours of service to their fellow citizens, enough to make a strong and positive impact on problems facing us all.

Yet, to state simply that this program needs more money is not very constructive, especially in times of federal fiscal difficulties. It is important that whatever funding is available is used to its maximum potential. With recent events highlighting the crisis among many of our nation's youth (Los

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Angeles after the Rodney King verdict, Washington Heights in New York City), new initiatives are being developed for youth programs. Any additional federal dollars should be added to the NCSA, not scattered among many different, overlapping, and often duplicative programs.

In addition to consolidating new funding under NCSA, other fundamental changes to the Act could make it more efficient. First are changes in the application process. For one, existing urban national service programs with a track record should be able to apply directly to the Commission, not to the state, as they do now. The Commission should be clear about the critical need for local input into the states' application planning process. Too often, the states are not knowledgeable about the programs run by local community service organizations. At a minimum, local organizations should be invited to key planning sessions and be able to comment on proposed plans. States should complete their requests-for-proposals before submitting their applications to the Commission, so that the Commission will know precisely which programs each state proposes to fund and at what funding level, as well as what those programs are expected to accomplish. The Commission can then use this information to require states to amend their proposals as desired by the Commission. (This applies to all subtitles of the Act: B1, B2, C and D.)

Furthermore, the Commission should work to increase the linkages between the Serve America and Higher Education programs of the Act on one hand, and the Youth Corps program on the other. Promoting collaborations between schools and local national service organizations will result in better services to the community, as well as better learning experiences for our youth.

Service-learning should be specifically encouraged for national service corps as well as for school- and campus-based programs. This can be accomplished through amending the service-learning definition in the Act as follows (additions are italicized):

> The term "service-learning" means a method: (A) under which *full-time and part-time* students *and volunteers in national and community service programs* learn and develop through active participation in thoughtfully organized service experiences that meet actual community needs and that are coordinated in collaboration with the school *and/or other institutions like national service organizations,* and *the* community; (B) that is integrated into the students' academic curriculum or provides structured time for a student *and other volunteers* to think, talk, or write about what *they* did and saw during the actual service activity, *in order to promote their acquisition of primary and secondary competencies, personal and social responsibility, and democratic participation*; (C) that provides students *and other volunteers* with opportunities to use newly acquired skills and knowledge in real-life situations in their own communities; and (D) that enhances what is taught *in the classroom and on service projects* by extending learning beyond *those activities* and into the community and helps to foster the development of a sense of caring for others.

These changes to the NCSA would make it more effective in showing that "individuals can do something to help solve the most intractable of social problems." (*New York Times,* November 30, 1990) With increased funding, a better and more efficient application process, and more emphasis on incorporating learning into service, the Act can attain the full potential of youth service.

CHALLENGING CONVENTIONAL WISDOM ABOUT RACIAL AND SOCIAL CLASS INTEGRATION IN SERVICE PROGRAMS

Dorothy Stoneman

In various policy making circles, people often express the opinion that each urban and service corps should be integrated by race and class in order to reach the goals of the service community. Sometimes funding decisions are made with this opinion as the determining factor.

This policy position is incomplete and can be counter-productive. It has the potential for undermining local programs that have grown up within communities segregated by race and class. These programs are successfully mobilizing young people to serve through regeneration of their own neighborhoods. A rigid expectation that all programs be integrated doesn't reflect all the needs of low-income communities. The same kind of program doesn't work for all people, nor does it meet all community needs. America needs a diversity of programs.

Personally, I am in every sense committed to building deep friendships and permanent alliances across class and racial lines. I am a 50-year-old, upper-middle-class, white woman who lived and worked in Harlem for 24 years. Integration is definitely a goal that I share with those individuals espousing integration in service corps. A society that is thoroughly integrated and full of equal opportunity, love and respect among all peoples is a cherished ideal.

But let's not kid ourselves about where we now stand as a society, and what must happen to achieve that vision. We are a segregated nation. White people in general have precious little deep knowledge of the conditions affecting people of color. Refusing to fund programs that emerge within communities of color, are governed by people of color, and primarily involve young people of color, is no way to achieve racial harmony and mutual respect. On the contrary, it is a way to reinforce the perception that the white establishment will not deal adequately with the needs of communities of color.

When good programs emerge within these communities, engaging primarily young people of color, they must be supported alongside the programs that are invented as citywide or statewide efforts to build an integrated society. Our goal should be a diversity of programs that include and reach all segments of the population. Our only method for tackling issues of race and class should not be programs that are internally diverse in precisely the same ways.

The responsibility of the larger service community is to ensure that there are frequent ways of bringing together young people on a citywide, statewide, or national basis to build bridges and relationships and to debate policy perspectives across racial, economic, and geographical lines of separation. But it doesn't always have to happen in the same way inside every program.

Another responsibility of the larger service community is to ensure that there are many programs with people of color in the critical leadership roles, as executive directors and members of boards of directors and state commissions. There is much work to be done to integrate the leadership of the service community.

The situation for young people of color in low-income communities is an emergency, a profound crisis, a moral outrage. Our refusal as a nation to face and correct the conditions is intolerable.

But the central way to take action is not to send troops of outside volunteers into low-resource communities to do service, although this could be part of a larger strategy if the volunteers were clearly accountable to leaders in the local community. Rather, people living in oppressed inner-city neighborhoods must be given the tools and resources to rebuild, and their efforts to do so must be honored, supported, respected and funded. Self-determination and development of local leadership are principles we understand in international relations. Resources for local people to take responsibility for improving the neighborhood must be made available. This is fundamental to community development and essential for building real partnerships among adults from different backgrounds. There must be respect, and a sharing of resources.

We need to support every type of effective youth service program. Some will be integrated. Some will not. Some will engage predominantly one population group in one neighborhood; some will serve several, or will make a point of including young people from all neighborhoods. They will be run by people from different backgrounds, who share a commitment to responsibility, service, leadership, and love, but who may have different program designs and different approaches to meeting the needs of the communities they know best.

It is our job as a national policy-making community to assure that there is a diversity of fine programs reaching all populations, and that youth from all programs have contact with each other through conferences, retreats, common projects, cultural exchanges, trips, and visits with each other. This should be a requirement of every state commission. But we should not prescribe precisely what type of diversity should exist within each and every program.

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SUMMER AND SERVICE: TRANSFORMING YOUTH SERVICE INTO A MOVEMENT

John Briscoe

The National and Community Service Act places the power of the federal government solidly behind the bottom-up, many-streams-will-fill-the-river version of national service. This "small is powerful and more permanent than big" vision is off to a promising start. In 1992, hundreds more schools, state governments, colleges and non-profit agencies are exploring the capacity of youth service to meet their needs and enrich their programs. Many thousand more young people are being asked and enabled to serve their communities and to reap service's personal and educational benefits. Real work is getting done; lives are being enriched and the potential of youth service to transform society's view of young people is being explored. That's the good news.

The bad news is that we remain at the pilot program and organizational periphery phase. Our pilot lights have yet to ignite the furnace. William James, in his famous essay of 1907, called for youth service to bring the country to "incandescence." Eighty-five years later we remain at the "points of light" stage and these points of light have yet to generate an aggregate rise in temperature, however warmly they may be advocated and received.

The unspoken assumption behind the bottom-up approach is that at some unspecified time individual models and pilots will coalesce to produce a *movement* that is greater and more powerful than the sum of the programs that constitute it, i.e. the furnace will catch!

Movements proceed from the bottom up; they operate through spontaneous combustion, generating resources that were heretofore seen as liabilities. They spread from school to school and community to community not alone because of the level of resources supporting the program, but because of the contagion of the concept involved. Movements break free from the constraints of money and institutional inertia and, like a hurricane over warm water, generate their own energy and movement.

Senator Harris Wofford, in an attempt both to analyze and hasten the birth of this movement, talks about the "self-evident truth" of youth service. He suggests that truths become self-evident and hence the basis of movements when, after long gestation periods of quiet bottom-up advocacy and agitation, some critical mass of the public becomes both outraged with existing conditions and aware of the "self-evident truth."

The civil rights movement, through which a century of painstakingly built legal apartheid was swept away in less than a decade, comes to mind as a prime example of such a movement. The civil rights movement brought a century of slow, "bottom-up" advocacy to flame when the lunch-counter sitters, bus riders, walkers and prayers provided the spark that illuminated the "self-evident truth" of racial equality.

The question before us is: How can we move youth service from a vibrant, loose network of programs on the periphery of young people's lives and at the extra-curricular edge of youth-serving institutions, to the status of a movement—self-starting, contagious, vision-driven and independent of government program and institutional structure?

If we take William James's essay as our starting point, we are 15 years short of the century-long gestation period that characterized the civil rights movement. But perhaps we can take a lesson from a more commercial and rapidly generated "movement" in our own time —the consumer electronic revolution of the past 20 years—and apply its lessons to hasten the birth of a youth service movement. Twenty-five years ago, no one knew they "needed" a Walkman, a compact disc, or a video recorder. The electronics industry simultaneously created the need for these products and filled it. In the process they created an industry, built a world-wide institutional network and revolutionized the way communications takes place.

I suggest that "summer" become the Walkman of the youth service movement—the vehicle through which America comes to realize that we need youth service and that youth service is the way to solve a great problem that most of us don't even know we have.

Summer is a problem that we only vaguely sense is a problem. It is also an opportunity that we have yet to realize.

Opportunity:

For most upper-and middle-income young people, summer is a time of experiential learning, travel, volunteering, career exploration and hands-on learning. It is a time when families and community organizations replace public education structures as the means of educating our youth. For those of us who seek to make service-learning more central to the youth development world, summer is the soft underbelly of the clanking beast of youth programming—a time when schedules relax, curricula are forgotten, requirements recede and classrooms are locked. Service-learning has found this time a fruitful opportunity—witness "Walkabout" in Minnesota, YES in California or "Summer Service Corps" in Pennsylvania.

Problem:

But summer is also a problem. For the rapidly growing number of disadvantaged young people, summer is a time of boredom, learning loss and hanging-out. The vast resources of the public school system sit locked and unavailable as the organizational inertia of an agricultural past still drives our institutions. A few public analogues to summer camp, family trips and summer at the lake exist, but they reach a fraction of our youth. For far too many youth, summer is two or two-and-a-half months of marking time, a vestige of a less competitive and slower age.

Suggestions for year-round schools have made little headway. Summer youth employment and corps programs reach only a tiny fraction of eligible youth and suffer from their targeted nature. Private efforts are often

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excellent, but tend to reinforce the separation of youth from each other and from the mainstream of the community.

I propose that the Youth Service Movement take on the task of assuring that summer is a time of challenge, growth and enjoyment for all American young people—that *A Summer of Service* become the common expectation and experience of all American youth.

We have a plethora of good models in existence. Governor's schools, summer youth corps and experiential learning models abound, but they lack the unifying vision that identifies them as the solution to the problem of summer. Summer provides an opportunity in which youth service can both define and solve a national issue and, through this process, prove its eligibility to become a movement.

The reauthorization of the National and Community Service Act provides a means to move "A Summer of Service" onto the national agenda. For example, a "Summer of Service" should be written into the goals of the Act; funds should be targeted to summer use across all the titles of the Act; a portion of the discretionary monies should be targeted to summer models; the Commission should actively use its powers as the coordinator of federal efforts to focus other federal programs on "A Summer of Service." Furthermore, the hearings that the reauthorization process will generate and the growing network of national conferences, newsletters and journals should focus on both the opportunity and the problem of summer.

YOUTH SERVICE: BUILDING COMMUNITY

Robert Burkhardt

We cannot think our way to humanity. Every one of us, and every one with whom we live and work, must become the model for the world we hope to create.

Ivan Illich
Celebration of Awareness, (1970)

The developmental steps (to which we shall return) have been taken. Now, imagine:

Seventeen-year-old Harriet sits on the front steps of her Los Angeles apartment building for the better part of an hour, pondering terrain, neighbors and possibilities. She makes periodic entries in her journal, and re-reads what she wrote as primary evaluator for the paint-a-thon project organized last month by her high school classmate and "team" member, Jose. Harriet watches as Mrs. Looper slowly struggles her walker along the sidewalk, the small bag of groceries in her hand all but spilling. Preparation pays off: revelation.

A month later, Harriet's team, having met several times to hear, discuss, and flesh out her idea during service class at school, begins a three-day survey of senior citizens in the housing project. Four racially mixed mini-teams of two students go from apartment to apartment, getting to know the seniors before asking a series of questions designed to elicit how the quality of their lives might be improved. The students record answers on paper, along with considerable unsolicited advice. Back at school, the team meets to analyze responses and plan the project. Harriet, who has participated in four team service projects to date, progressing from "grunt worker" to "evaluation czar," has the overall responsibility to coordinate and lead discussion and planning. She has held weekly meetings with her team advisor to gain guidance and advice.

Within two weeks the team returns to Harriet's neighborhood with a plan of action. However, at a meeting to present the idea, a number of suggestions and concerns raised by the senior citizens induce the students to modify their plan slightly. After a two-hour meeting, the students and the seniors agree to begin a pilot program one week later called "Helpers." Its essence: High school students will assist elders with shopping, household chores and other errands for two hours each week; in return, each senior agrees to provide two hours of tutoring for the student "helper." Additionally, Harriet's team has read several articles on aging, has scheduled an AARP representative to make a presentation to their weekly seminar, and has agreed that all team members will write a five-page "biography" of one grandparent following a long interview.

Late that afternoon, Harriet sits on her front stoop and again ponders progress. She makes a journal entry: "Well, it's on. For the next four weeks our team will help and be helped. Then we evaluate, and see where we go. Darnell will be my 'czar' for evaluation. I'll be paired with Mrs. Looper since she was the first one I saw. She's going to help me in history, and I'm going to make sure her groceries are delivered. Wish me luck."

The modern genesis of "community service" came in "The Moral Equivalent of War," a 1906 speech at Stanford in which William James urged youth to join "the army enlisted against nature." But just as our approach must now evolve to work *with* instead of *against* nature, so too must our society come to view community service not as punishment, but as much a privilege as a human need. Far too many communities make the mistake of assigning "community service" to young people who have strayed, obfuscating the value of helping others by implying that only "bad" people should be required to serve.

The National and Community Service Act offers hope that Harriet, Jose and millions of young people across America can, inside the curriculum of their schools, engage in activities of service and community-building that teach practical skills while broadening their understanding of the world around them. However, the process of transforming the culture of public education will not be easy, particularly when, in many schools, students who collaborate or cooperate are labelled cheaters. We need to address our language *and* our behavior if we want to realize the potential of community service.

Students, teachers, administrators and community residents interested in service can take specific steps to blend youth service into the curricula of their schools. Here are ten basic questions related to the developmental issues that demand attention:

- How does the proposed project advance social equity?
- What level of support is there from administrators and teachers?
- How "learner-driven" is the activity? Are youth valued for their ideas? Are they involved in significant decisions?
- Do community service opportunities exist for elementary, as well as middle and high schools students?
- Is there a progression of service, building slowly on a strong foundation?
- Is the service activity used to build knowledge?
- Have teachers been trained, or will they be, to integrate service-learning with "academic" skills such as writing, computing, mathematics, science, languages and history?
- What kinds of assessments are used to evaluate service projects?
- Are there incentives or requirements for service?
- What linkages are made between labor and learning?

The way schools answer these questions will significantly affect how "service" is perceived, valued and performed in a surrounding community. In the context of the past fifteen years, there is every reason for optimism: Individuals across the country are increasingly opting for "we" instead of "me," and leadership is arising in small towns and large cities with wonderful results. Indeed, an inspiring ethic of lifelong service, which has the potential to dramatically reshape our nation's culture, is building. This ethic will grow if each of us remembers that becoming "the model for the world we hope to create" begins, as it did for Harriet, at our own front door.

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TOWARD NATIONAL SERVICE AS AN INSTITUTION

Donald J. Eberly

It is time to fill the vacuum in our unwritten youth policy and to reverse the growing neglect of human and environmental services. These twin goals can be met by working to establish national service as an institution early in the twenty-first century.

Throughout the first half of this century, most young people were constructively (if not always happily) engaged in one or more of the established institutions of education, work, marriage, and military service. Since then, the constructive engagement of young people has eroded steadily. This erosion has not been reversed by the introduction of the all-volunteer armed forces in 1973, by the economic boom of the 1980s, or by President Bush's "thousand points of light."

Combined with this growing failure of our unwritten youth policy has been an increased need for human services, particularly among the very old and the very young, and an increased deterioration of our land, water and air.

The hopelessness of present youth and service policies was suggested recently by Canadian Senator Jacques Hebert. He said that "the welfare state is at the end of its rope . . . the governments of the democratic countries . . . are dangerously reducing budget allocations for existing services . . . . Are we going to continue reducing services in day care centers, centers for the handicapped, and even hospitals, and at the same time refuse the voluntary contributions of tens of thousands of young people who would like nothing better than to be of use?"

A national service that challenges all young people to serve, that supports all who volunteer, that gives financial aid for the further education and training of those who serve, would fill much of the vacuum in our current youth policy and would greatly alleviate existing human and environmental needs. Studies show that more than one million young people could be usefully engaged in these areas and that nearly one million young people at any one time are ready to volunteer for service.

As a long-time student of national service, I have concluded that the promise of national service can be realized most fully by a design that recognizes the importance of federal standards and financial support while allocating to the end users—such as state departments of natural resources, nonprofit literacy centers, and the young people interested in serving—the major power of decision on the work to be done. The framework of such a national service would look like this:

At the national level, a national service foundation sets guidelines for program operation. It stipulates that those in service—whom I would call Cadets—must meet human or environmental needs and that they may not displace regular employees or unpaid volunteers. The foundation makes grants to state and local organizations that direct the program. It provides a "GI Bill" for the further education and training of those who complete their service agreements, and sets aside five percent of its budget to experiment with variations on the basic national service model.

At the local level, young people register at the age of 17 and receive information about the service opportunities open to them when they reach age 18. The local grantee determines which public and nonprofit agencies qualify to sponsor national service participants and invites them to list openings. The list of openings is made available to labor unions and others who might challenge them as falling outside the guidelines. The youthful applicants examine the list and interview for those openings that interest them. When sponsor and applicant agree on an assignment, they fill out an agreement form specifying the responsibilities of each. The agreement is presented to the grantee, which approves it if everything is in order.

The Cadet receives an $8,000 annual stipend, ten percent of which is paid in cash by the sponsor. The sponsor also assumes responsibility for supervising and training the Cadets it engages. Support for the sponsor's $800 annual payment, as well as supervisory, training, and other costs, comes from the sponsor's budget and from what it can raise from outside sources.

National service is characterized by low entry standards and high performance standards. Admission is open to everyone willing to serve; continued enrollment is contingent on living up to the service agreement between the Cadet and the sponsoring agency. Should a peacetime draft be reinstituted, persons completing two years of national service would have the same draft status as those completing two years of military service.

The National and Community Service Act is a positive step in this direction and could be transformed into the recommended national service system. The Act has two serious flaws, however: It confuses proven forms of national service—notable full-time youth service and conservation corps—with those still untested, and it gives to the federal government power that should reside with the private sector. Several corrections must be made to put the Act on the right course.

First, the Act's American Conservation and Youth Service Corps and National and Community Service demonstration program should be merged into a single National Youth Service limited to 18- to 24-year-olds engaged in full-time service for periods of nine months or more. Once the merger has taken place, these proven programs should be allowed to grow gradually over four years, so that by the end of that time all young people who want to serve are able to do so. According to my studies, this growth would involve an increase from the 8,000 18 to 24-year-olds in full-time service with the Peace Corps, the California Conservation Corps, and other full-time, year-round programs in place in 1991, to several hundred thousand by 1996.

Second, the Act should lower the age of registration for military service from 18 to 17 and extend it to include women as well as men and civilian service as well as military. This innovation will encourage young people

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to exercise their responsibilities of citizenship and will require the federal government to exercise its responsibility to the future by informing young people of their civilian and military service options and challenging them to volunteer. This mandatory registration and information provision would go into effect in four years, when National Youth Service has openings for several hundred thousand young people.

Third, the untested portions of the Act, such as the Governors' Innovative Service Programs, should become part of the recommended five percent allocated for experimental programs.

Fourth, the Act should be simplified to relieve the Commission on National and Community Service of responsibilities that are more appropriate to the private sector. The Points of Light Foundation, which concerns itself primarily with unpaid volunteering, should revert to the private sector,[1] which can easily support its budget of a few million dollars a year, and where it will have the freedom it deserves.

And a word of caution: Congress should resist the temptation to require service-learning of students. Part-time service-learning is oriented more toward educational outcomes than toward service delivery, and as such is more the domain of states and localities than of the federal government. I make this statement as one who helped to coin the phrase "service-learning" in the 1960s and who, if I were a school board member and if money was available for a service-learning coordinator, would vote to require service-learning for high school students.

To translate the already strong public backing for the idea of national service into widespread support for a new societal institution, national service must become more visible. This breakthrough should occur when the number of Cadets reaches about 200,000. In view of the 500,000 young men who served in the Civilian Conservation Corps in 1935 and the imminent reduction of active duty military personnel from 2.0 to 1.5 million, this goal is both manageable and affordable.

[1]The Foundation merged recently with VOLUNTEER: The National Center, a private sector organization whose mission was similar to that of the Foundation and predated it by two decades.

COMMUNITY SERVICE AND THE TRANSFORMATION OF THE AMERICAN UNIVERSITY

Ira Harkavy

The National and Community Service Act has helped to bring the issues of responsible citizenship, youth service and community solidarity to the fore of public discourse. It has also served as a first step toward the development of a national community service movement. The Act, however, has made little contribution to solving the deep, pervasive and myriad problems afflicting American society. Indeed, since 1990 the problems of poverty, crime, unemployment, homelessness, and family and community disintegration have largely grown worse. Any revision of the 1990 Act should help the community service movement to tackle these and other problems seriously, creatively and effectively.

How the Act might do this is the really difficult question, requiring hard thought and learning from what has already been done. Part of that process involves defining the nature and extent of the problems we face. Simply put, our education, health care, human services, criminal, judicial, indeed all major societal systems, are in a state of crisis, unable to function effectively and meet their professed goals. We are burdened with nineteenth century institutions in a twenty-first century world, with institutions that are both hopelessly outdated and dysfunctional.

A continuing and accelerating failure of our institutions means that the community service movement is bound to become increasingly irrelevant and ultimately fail in its mission. Responsible citizens are significantly shaped by responsible institutions that foster values of democracy, civic-mindedness, and public concern. The transformation of core institutions into responsible civic institutions, therefore, needs to be at the very top of the community service movement's agenda.

Putting something on an agenda and getting it done are two very different things. Radically changing the way our core institutions operate and are organized will not be easy or quick. A strategic place to begin to focus the energies of the community service movement is the American university. Given its prestige, world-wide networks, influence on other institutions (including schools at all levels and the professions), and its enormous human and intellectual resources, a substantial change in American higher education would have significant and enduring society-wide impacts.

Moreover, the complexity of today's problems requires a comprehensive view that transcends institutional particularism and avoids confusing institutional with societal interests. Universities, in principle, are the only modern institutions both designed to encompass the broad range of human experience and devoted to the use of reason to help deal with the enormous complexity of our society and world. As such, they are the closest approximation we have to a universal institution—an institution whose particular mission is that of societal improvement and whose resources, when appropriately organized, enable it to contribute to achieving that general mission.

Universities are, of course, a long way from realizing their professed goal. No matter how compelling the societal need, how pressing the problems that confront us, it will not be easy to reorient America's universities. But conditions in the 1990s make that change more likely than ever before. Stated directly, universities are likely to change because their institutional self-interest will compel them to do so.

If the crisis in our cities and in society at large continues to worsen at an accelerating rate, universities will suffer for it. Failing public schools, devastated neighborhoods, high crime, and a fortress mentality do little to create a positive campus ambience and to enhance faculty and student recruitment and retention.

More indirectly, as conditions in society continue to deteriorate, universities will face increased public scrutiny. That scrutiny is bound to intensify as America focuses on resolving its deep and pervasive societal problems amid continuously expanding global competition. Institutions of higher education will increasingly be held to new and demanding standards that evaluate performance on the basis of direct and short-run societal benefit. In addition, public, private, and foundation support will be more than ever based on that standard, and it will become increasingly clear to colleges and universities that "altruism pays"—that altruism is practically an imperative for institutional development and improvement.

That conditions are ripe for change is no guarantee that change will actually occur. Catalysts are needed to convert probabilities into actualities. Revisions in the 1990 Act can be the needed catalyst. A revised Act can function in this way by encouraging institutionally rooted service to place student, faculty, and staff community service at the center of the university.

Universities have three missions: research, teaching, and service. Although they are presented as a seamless web that exemplifies higher education's noble purpose, anyone associated with a university knows better. Only research generally counts in tenure and promotion decisions, and a wide division exists among the three missions. To place service at the center of the institution means linking it to the research and teaching enterprise.

A revised National and Community Service Act can help forge that link through support for school-year and summer academic internships for undergraduates. Loan forgiveness, student aid, and other forms of support could be provided to students who engage in, for example, twenty-hour-a-week internships that also serve as the basis for an intensive academic experience involving serious

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research and study. Rather than waiting to graduate to receive aid for service, students would be encouraged to serve in meaningful ways while they are still students. The internship would also involve the application and enhancement of academic skills as well as an opportunity for career preparation in a wide variety of areas.

For a student to receive this kind of support, his or her higher education institution would have to provide vehicles that enable students to link community service and academic study. The National and Community Service Act would, therefore, provide a strong incentive for colleges and universities to function increasingly as civic institutions.

Another provision that would increase community service and help transform higher educational institutions would focus on the establishment of structures that promote volunteer activity among *all* groups within the university—faculty, staff, and alumni, as well as students. Staff members living in a university's local community represent a particularly promising source for effective neighborly assistance to the local community. Support should be directed to those colleges and universities that have provided, or are willing to provide, their own resources for developing a comprehensive structure that stimulates and coordinates total university engagement in community service.

A third institution-changing provision could provide matching money to a select number of school districts and higher education institutions for the purpose of establishing offices to promote effective volunteer programs to help staff university-assisted community schools. Functioning as government-funded, multi-purpose community centers capable of expanding and responsibly supervising the provision of services to residents in the area, university-assisted community schools would help address and solve neighborhood problems and concerns.

This idea, as well as the other two provisions outlined above, suggest ways that the National and Community Service Act might be a catalyst for helping to transform the American university system. My more general argument has three components. First, a transformation of our core institutions is needed if American society is to solve its more pressing and fundamental problems. Second, a transformation of core institutions requires that the American university system be significantly transformed. Third, the community service movement can be an effective vehicle for transforming American universities into responsible civic universities that significantly contribute to creating a fair, decent, and just society.

NOT ONLY BOWLS OF DELICIOUS SOUP: YOUTH SERVICE TODAY

Judy Karasik

The new model of youth service recalls the old story of Stone Soup: A scrawny stranger walks into a small town, asking for a meal. But the town is poor and food scarce. The villagers hide behind latched doors, muttering their excuses; no one will feed him. So he puts a big iron pot on a fire in the town square, fills the pot with water, and drops in a round rock.

"Stone Soup!" the stranger announces; "It's delicious." Curious villagers come to stare. Delicious, he says, stirring the pot. Wanting to taste the wonderful soup, one by one, each person offers some small scrap of hoarded food. A rubbery carrot. A wizened onion. An old ham bone. A handful of salt. The hungry locals watch the water simmer. They wait for supper.

The stranger stirs. A savory aroma builds. Time passes. The entire town has gathered around the pot. As the good smell of soup fills the air, the villagers look across the circle. They look one another in the eye. And smile.

The story of Stone Soup is not so much about each individual gift as it is about what happened to the town, which began as a collection of isolated and hungry people but grew into a community.

There is no magic here. Taken singly, each item was, indeed, not worth the eating. But as a part of a whole stew, delicious. Taken singly, the people may not have become any nicer—they acted, after all, purely out of self-interest—but they have become real citizens.

That is what service can be: something that creates strong communities as well as goods and services.

The mechanism at the core of current successful service operations owes much more to traditions in low-income and ethnic neighborhoods, on the one hand, and community organizing on the other, than it does to the assumptions and habits of white middle-class "traditional volunteerism."

So-called traditional volunteerism is based on the idea that a more competent person comes to the aid of a less competent person, that goods and services travel from communities of greater resources to communities of fewer resources.

Current service programs, by contrast, have been found to be most effective when they are essentially collaborative. Two players interact: the individual and the community. Both have needs; both have resources. Both should expect to change in the course of this transaction.

So a young person does not merely inject goods and services into a community; the young person first asks the community what it needs—and continues to respond to changes throughout his/her service. The community does not merely suffer the young person to serve; it makes a place for the young person and, one way or another, brings the server along.

These are relationships of dimension. They take time to set up, including hard work in accepting and making the most of differences. They are best achieved under local control. Although hard to establish, demanding time and resources at the outset, once set, they produce lasting impact.

Once set, these ties form the basis of a system in which individuals and communities can mobilize hidden resources—and so revitalize communities.

In the Clinton Administration, all proposed programs will doubtless be subjected to a rigorous cost-benefit analysis. Every dollar spent will have to be fought for.

When it comes to service, only one of the three areas of benefit can easily be measured. The tangible benefits of direct service are quantifiable: hours spent tutoring, planting, nailing. We can count the bowls of soup.

It is harder to calculate the rise in skills and the developmental gains of individual young people. They grow more self-confident. They become more effective and valued members of our citizenry. They develop the ability to advocate, compromise, persuade and collaborate. How should financial value be assigned to those achievements?

It's even tougher to measure the growth of a community. Is this block, neighborhood, ward, city, county, state, region or nation healthier? Is it more inclusive? Is it better at making the most of its human resources? Does it know better how to identify and solve its problems?

The benefits to the individual, the strengthening of the overall community, are investments. By investing in our people and our communities, we create sources of continued productivity and tools for continued change. We create citizens who will provide high-quality, valued community tasks in the immediate future and solve larger problems over the long term.

The service movement offers an opportunity to develop and tap resources, no doubt about it, but to justify the support that will lead to strength and growth, we need to set a long-term strategy.

Strategic understanding of the field is essential to keeping down costs, for two reasons. First, obviously, the most expensive thing we can do is fund the wrong things. Second, we can minimize initial expenses by identifying existing programs as our primary resource, by building on these state and local structures, increasing first their capacity and then their size.

Support of local autonomy is essential. Diverse programs should be encouraged: to protect that autonomy, to foster continuing innovations, and to keep a movement (which will undoubtedly include some program failures) alive and thriving.

Coalitions are key to building strength. Outreach, a tough thing to do well, must daily be a top priority. As much as any other lasting benefit, service shows promise as a vehicle for enabling Americans to deal constructively and honestly with diversity.

Finally, because the power and excitement comes from the high level of innovation in the movement, infrastructure, training and ongoing assessment will be necessary to balance growth with stability.

The impulse to service is, in significant part, an impulse toward kindness, and the great and multiple good works of its citizens

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have been a great asset to this country. But service in America is no longer only a collection of individual good works.

Service, when it is done well, creates civic systems, essential engines that remain after good works are done.

It creates not only bowls of delicious soup, but citizens who, at last, can truly accept and respect one another.

A MORE CONNECTED AND EMPOWERED APPROACH TO SERVICE

William C. Basl

The National and Community Service Act is the product of years of advocacy and compromise by groups supporting the service ethic, the Congress and members of the Bush administration. Prior to the Act, many exemplary local efforts in schools, civic organizations, youth corps programs and private nonprofit agencies promoted youth service through locally funded programs throughout the country. As with any new law, there are bound to be areas needing change, which are revealed in the implementation process.

The Act states as its first purpose "to renew the ethic of civic responsibility in the United States." In order to fulfill that purpose, stakeholders, interest groups, the Congress and the Administration need to assign priority to efforts that forge closer ties among the Act's programs, while at the same time making necessary changes within each subtitle. Clearly, it will take an enlightened approach with an intent to empower funded programs to conduct joint activities. More importantly, we must recognize that all programs, in addition to Serve-America, must promote school-aged service going well beyond the traditional role that education institutions have been assigned in the Act.

Certain assumptions (e.g., "school-aged service can only function in schools during the traditional school year") make the reasoned linkages among programs very difficult to develop. Serve-America, supporting school-aged service with its focus on schooling, unfairly places education in a traditional K-12 perspective. Its program requirements make it difficult for education programs funded through Serve-America to connect with education efforts undertaken under the American Conservation and Youth Service Corps title of the Act.

Given its minimal connection to the other programs, the Youth Corps authorization could have been written as a separate law (as it was in earlier bill drafts). Similarly, the authorization to develop "national service models" also seems totally disconnected from each of the other programs. Although it would not be impossible to forge connections among the various titles, the Act should be crafted to support coordination through financial incentives, for example, rather than let the connections happen by chance or only where a visionary program director is able to surmount the barriers of the Act. If more inter-program activities are to be developed, adjustments in perspective and vision, as well as in statute, are needed.

One of the more glaring, although at first glance well-meaning, prohibitions limits school-aged youth corps participation only to the summer months. Intended to encourage youth to return to school in the fall, it addresses only the most traditional school calendars. Students at year-round schools, as many districts are proposing or operating, effectively are eliminated from service during "vacation" periods.

During the summer of 1992, the Washington Service Corps implemented a series of 12 National and Community Service Act-funded projects. Of the 157 participants, all 132 who were school-aged returned to school. Most of these students wish to continue receiving a part-time stipend for work on service activities after school, on weekends and on vacations. The initial investment in the summer could have been expanded by enrollment in part-time youth corps throughout the school year. But the Act as it now stands prohibits it.

Youth corps are educational enterprises where learning takes place in addition to service, just as schools are a place where service takes place in addition to learning. Allowing full-time involvement during vacation breaks of ten days or more, partnered with part-time service during the school year, could carry concepts learned in the classroom into the experiential context of the community. Blending those experiences takes the best thrust of Serve-America and the Youth Corps program and produces a more powerful effort to renew the ethic of service.

Another change would strengthen the ability of corps to involve school-aged youth in learning through service throughout the year. Currently, participation in summer programs is limited to youth ages 14 and older. But if we look at both opportunities and needs in communities, junior corps programs for youth ages 11 to 13 are a realistic option. Available during the school breaks because they are not old enough to be employed, but too old to idle at home, junior corpsmembers are the very youth who have the time and energy and could enjoy an excellent part-time experience.

As the Act is amended, we must also enlarge program concepts to include all Americans in the call to service. The purpose and goals of the Act do not limit who should serve; in fact the Act asks all citizens, regardless of age or income, to engage in service to the nation. When it comes to program design, it is important to avoid the notion of people with "sets of abilities and expertise" assisting "those in need." *Noblesse oblige* has no place in service programs. If we are to renew the ethic of civic responsibility, we need to be inclusive so all can serve, regardless of ability, educational level, economic status or ethnicity.

To achieve this goal, certain legal barriers and perceptions must be addressed. Individuals living in families receiving support payments from programs funded under the Social Security Act, such as Medicare and welfare, are placed at a financial disadvantage if they participate in activities funded under the Act. For example, if a youth in a family receiving welfare benefits serves in a youth corps, the living allowance earned during the summer would be counted as income for purposes of determining the amount of the parent's grant, placing the entire family in financial jeopardy. To address this problem, earnings should be disregarded so participation in service activities does not penalize such families.

The challenge to empower through service those who for too long have only been the recipients of service also pushes us to examine how those who are differently-abled can be incorporated into service as *providers* of service. Too often we picture so-called

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"abled people" pushing the wheelchair for the infirm at a rehabilitation center. If we truly want to empower people, and in so doing renew the service ethic, let us commit to diversifying our thinking about those whom we traditionally think of as providers and those whom we think of as recipients of service. Diversifying the service ethic means participation from all economic levels and ability levels, especially those from lower incomes and the differently-abled. There is a place in this ethic for participants with Cerebral Palsy, for those in families receiving welfare benefits, and for all others whom we have traditionally thought of as recipients of service.

Finally, as a country we must make national service a funding priority on the domestic agenda. The returns to society on the investment in the Civilian Conservation Corps and various youth corps continue to enrich us. In the Washington Service Corps summer program alone, the cumulative project sponsors' assessment of work project value is at least three times the cost of operating these programs. This does not take into account youths' increased earnings (because they return to school), improvements in their self-worth and the benefits we all receive by having a more involved community member.

If we are truly to engage all people in service, then we need financial support to make significant changes in the way we care for each other. Our goals should be the development of service experiences where public interest is more important than self-interest, where interdependency replaces self-sufficiency and where empathy replaces unchecked consumerism.

Now is the time to make a substantial outlay—ten times the current authorization—to achieve these goals. All people, not just those in military service, can realize the empowerment, respect, and support provided by a grateful nation to those who step forward and serve.

50

NATIONAL AND COMMUNITY SERVICE: STRENGTHENING THE NEXT PHASE

Todd Clark

The legislative charter for the National and Community Service Act is sound. It was thoughtfully developed and has been carefully implemented by the Commission on National and Community Service. It is a shame that one year of its authorization was spent creating the Commission and losing a year's appropriation, but the field as a whole is growing and continued support from Congress and the White House seems likely. We are on the threshold of a marvelous achievement: the broad involvement of American young people in helping solve many of our most difficult national problems.

As the enabling legislation moves toward reauthorization, there are three things that must be done to strengthen the field. First, greater emphasis should be given by all elements in the field to the implementation of service-learning in pre-collegiate education. Second, the regional clearinghouses called for by the legislation must be generously funded to facilitate sound growth of programs at the local level. Third, to strengthen rather than weaken local program sponsors, a realistic ten percent administrative cap should replace the unrealistic and hurtful five percent now included in the statute.

Bringing about significant change in pre-collegiate education is a difficult and frustrating task. For community service to become something more than an after school activity, it must be linked effectively with the curriculum as a part of the education reform agenda. The major school reformers must be persuaded that service-learning is a part of needed change and become advocates. Awareness must be developed among a vast bureaucracy of educators who may be hungry for new ideas but whose attention is difficult to capture. Effective curriculum materials that link service and learning need thoughtful development. Finally, an effective mechanism for the delivery of all these elements needs to be put in place.

In addition to the Serve-America program, more attention should be paid to pre-collegiate service in the reauthorized legislation. A portion of the funds available to conservation corps and collegiate programs should be set aside for partnership programs that involve K–12 schools. This would give high priority to K–12 service without affecting the dollars dedicated to each grant-related section. A formal set-aside would assure the creation of programs of the sort already in place in California through the efforts of the Los Angeles Conservation Corps, East Bay Conservation Corps, U.C.L.A. and the Haas Center for Public Service at Stanford University.

If such emphasis is given to pre-collegiate education in the reauthorization, the Commission should dramatically focus attention on stimulating the development of these K–12 partnerships through activities that highlight existing models.

Funding should be earmarked in the legislation to support generously the four regional clearinghouses called for by the legislation. These clearinghouses should serve as the link between legislative and Commission priorities and program implementation. To be effective, they must have the resources to provide the technical assistance, training and information to facilitate both rapid and high quality growth. The work of the clearinghouses should be guided by the Commission and coordinated as a national network.

The four clearinghouses should also focus on the pre-collegiate sector as described above, giving special attention to creating linkages between pre-collegiate education, collegiate and corps programs.

Working through state departments of education and individual grantees in their regions, the clearinghouses could be responsible for maintaining a database on all program activity integrated through a national computer network. The clearinghouses could also develop a consultant pool of expert practitioners in various areas of the field available to provide technical assistance and training in a range of areas. Clearinghouses might also produce and distribute printed material helpful to implementors through newsletters or occasional papers.

The legislation sets a five percent maximum on administrative expenses that can be charged as a cost of running programs. No doubt this provision was included to assure that as much money as possible reached program implementors. The unintended consequence of this limitation is that local implementors are denied adequate funds to cover administrative costs. If a cap is needed, Congress might use the most recent figures published in *The Non-Profit Times* (November, 1991) on cost of operations in the non-profit sector. Based on this source, a fair administrative cap on local programs would be ten percent. This figure excludes fundraising costs and eliminates those agencies with either excessively high or low costs.

Another alternative would be for the Commission to use the same approach followed by most federal agencies which, through an audit process, approve administrative costs based on actual figures provided by grantees. If the five percent cap remains in the legislation, it will continue to discourage applications, especially from small local organizations that are already hard-pressed financially. Urban school districts also have difficulty operating programs that do not cover full costs.

If implemented, these three recommendations regarding national activity would strengthen the overall effort by increasing the focus on the most challenging and important area for service learning—pre-collegiate education—by making it a focus area supported by corps, colleges and clearinghouses, and by strengthening local programs by providing a fair administrative cap.

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ON ADVANCING COMMUNITY SERVICE

Jeff Coolidge

The Federal government can best contribute to promoting community service by:

Emphasizing inclusivity but also walking a fine line by balancing the needs of inner-city communities and neglected minorities not well represented in community service programs. An example: Support stipends for those who need them.

Integrating other federal programs into the service picture. Service is still considered an "add-on" in schools and elsewhere. The Bush Administration sought to require training for work as a requirement for welfare. Others wish to make service a requirement for middle-class entitlements such as college loans. Schools receiving federal support should be required to make service part of their official mission statement. Don't start by making service a requirement for all students: First, require schools to make service part of their program. It is very important that states follow this policy.

Supporting youth participation and leadership. For example, young people cannot afford to attend key national conferences and seminars.

Supporting those in the field in developing standards of best practices for the nation, rather than imposing them from the top down.

What is missing from the Act is a program to enhance the ability of agencies to use volunteers, especially young volunteers. The Federal government should target funds for this area, while requiring recipient agencies to recruit young people.

It seems a little too early to tell where the legislation is taking community service, but in general the effect seems positive. The goal seems to be to cultivate development of streams of service from the grassroots and develop models around which a national structure can be formed. I endorse this strategy. My concern is that the Commission may not have staying power. It needs Cabinet-level support and White House endorsement. The agreed goal should be a national service program, inclusive of all streams.

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A CRITICAL LOOK AT EDUCATIONAL EFFECTIVENESS

Gail Kong

Renewing the ethic of civic responsibility is the most important goal and the key distinguishing feature that sets the National and Community Service Act apart from other education, labor or youth service legislation. To accomplish this, we must help young people learn civic responsibility, through service. To be effective, we must be educationally relevant and use progressive teaching approaches; recognize that learning civic responsibility need not be done at the expense of other important educational goals; and involve *every* American in serving and learning. Below are three ideas to move us closer to the goal:

1) Improve the educational effectiveness of programs, ensuring that they meet the education needs of the youth participants while helping them learn the broad dimensions of civic responsibility
2) Reach at least ten percent of all youth through establishing goals, and varying allocation of funds among programs to reflect the different size of each target group and the variable cost per person
3) Involve *every* American in accepting the ethic of civic responsibility, including those in private and parochial schools and the dozens of ethnic minorities, especially in urban communities

To renew the ethic of civic responsibility among youth, we accept without debate that all of our efforts must be educationally sound, our program models and concepts must be consistent with the best thinking about how people learn, and our attempts to nurture learning about civic responsibility must not be at the expense of the important learning that will also make healthy, competent and caring citizens.

The National Commission can ensure that youth service and conservation corps and K–12 community service programs are *educationally relevant*, by meeting the education needs of the youth participants and helping them learn the most important elements of civic responsibility.

Most youth corps participants experience personal growth and skills development from service, but too many GED classes for corpsmembers are conducted in the same unimaginative way as the schools and job training programs from which the corpsmembers defected. Also, little has been done to ensure that corps service projects help these hard working young people master the required GED skills and competencies.

Earning a GED is based on competencies, not rote mastery of academic content. Here are some examples of the competencies contained in a typical GED examination:

- basic math operations (addition, subtraction, multiplication, division); math problem solving, i.e., applying basic math operations; know vocabulary in context and able to distinguish meaning; summarize main points of a passage; read scientific materials and answer questions; read abstract presentation of material, such as graphs and maps and answer questions; read material and know what information is missing; know proper or correct grammar and English usage; choose a topic and be able to write clearly about it; recall facts that have been presented in a time frame shortly before.

Corps programs usually only consider the match between tasks and abilities of corpsmembers when evaluating project requests, while nearly 90 percent of all corpsmembers need assistance with the basic GED tasks and abilities described above.

Building planters for a community garden, completing maintenance of park trails, reading to patients in a physical rehabilitation center, when properly planned as service projects, can include opportunities for corps members to read material and know what is missing, to perform mathematical calculations, or to draw information from graphs and maps, all activities to help with mastery of GED competencies.

One of the recent sets of recommendations for successful education programs in service corps makes no attempt to link service activities with GED competencies and instead says programs should include the following characteristics: learners are responsible to help define their needs and goals; use the real world as a source of learning opportunities; purposeful and centered on the learner's needs; supportive and challenging, especially to nurture self-esteem; recognize that learning is a lifelong habit; use collaboration, group learning, and interactive processes; clarify and build on values that are inherent in the larger organization; recognize interconnected learning models of communication (reading, writing, speaking and listening).

New recommendations should establish the education parameters for projects in service corps specifically to strengthen the impact on GED competencies. For example, corps participants should have opportunities to use math skills or read scientific materials while working on environmental conservation projects.

There is intense debate about curriculum: Is it too rigid, relevant or irrelevant? There is also debate about effective instructional methodologies and debate about the structure and decision-making process within school buildings. When all is said and done, we still want to enable young people to learn about ecosystems and about government and civilizations, to be familiar with literature and the arts, and to achieve facility with language. Service can be a vehicle for learning these things, if project planning always includes that dimension. Too many educators remain reluctant to try service-learning because they need help to see the great opportunities to integrate their lesson plans, while creating opportunities for youth initiative and group learning through community service. The Commission should allocate resources to help educators understand the relevance of service to learning.

For K–12 programs, there is a similar focus on personal growth and skills development, and not enough resources dedicated

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to making service projects relevant to a teacher's lesson plans for the semester or individual education plans for the student. This makes fewer teachers eager to participate. There are many opportunities to learn history or work on language skills, for example, while documenting personal histories or writing letters for the elderly.

For both corps and K–12 programs, service projects must help young Americans learn the many dimensions of civic responsibility. If we are to reach our long-term goal, we must understand that civic responsibility extends from helping others to taking an active role in our own self-governance. We should also endeavor to help young people learn that homelessness and environmental conservation are also part of several larger questions for society, such as land use or economic development, or that the needs of the elderly are also related to health care costs and how insurance works or doesn't work. Service projects should help young people learn and think about the judicial system (including jury duty and penal institutions) and about the electoral process, including voter registration.

Too much of youth service expects to solve social problems through the act of service alone; we need to recognize that youth service can only help solve social problems by creating better educated and involved young citizens.

How much should we invest in youth service? Is there a systematic way to utilize scarce resources? Can we develop a planned way to reach every young person in America? The simple answer is that we need to invest more, to use these resources and leverage others, given the right policy directives. We must also recognize the real and urgent national budget constraints.

There are 46 million K–12 youth, 3.5 million teachers, and 100,000 schools; there are at least three million out-of-school youth and 13 million college students. Small grants can make an enormous difference to schools and colleges, while the investment and continuing support needed for full-time programs for our out-of-school youth is considerably greater.

Consider this hypothetical: At the current level of appropriation, we're reaching three percent of the K–12 population. If the Commission were to enable states to provide one $30,000 grant to each of 15,000 school districts in the nation, it would take 28 years, until the year 2020, before each district got one grant in rotation. Most districts would need at least two years of assistance, so it would take until 2048 before we reached every district in America. Clearly, a higher level of appropriation is needed for K–12 programs. Given the intense demands on the national budget, a more realistic goal, which could still result in significant change, would be to reach ten percent of all school districts. The annual cost of $30,000 grants to each of 1,500 school districts, i.e., ten percent of the country, is $45 million. For K–12 programs, the per-student investment need not be large, but there must be enough investment in enough local districts to at least attain some visibility among the two million classroom teachers whose involvement we seek. Districts and schools will typically use funds to develop service models for their highly individualized curriculum and lesson plans. They would use federal resources to conduct in-service training and visit other school districts to learn from their experience. After a year or two of capacity building, the funds could be well used by another district. Initially, few community educators will know to apply for Serve-America funds; states should move toward an allocation of Serve-America funds that creates visibility for student community service in all regions of a state.

Corps programs have worked well for out-of-school youth. Here the cost per youth participant is higher, consistent with full-time programs—at least $12,000 annually. We should reach at least ten percent of the target population here as well.

There are also other public resources that could be applied to corps programs, once their value has been demonstrated to local officials. States should be asked to integrate youth service and job training interests in state planning; they should be offered examples and federal incentives to achieve this integration.

Eleven percent of America's students are enrolled in private and religious schools, schools that make up 22 percent of the total. In many—if not most—regions, these enrollments follow lines of race and economic class. In addition, the 1990 census showed the extent to which most regions of America have been deeply affected by the arrival of large numbers of immigrants, especially from Caribbean, Middle Eastern, South and Central American, and Asian countries. Like millions of immigrants before them, many live in neighborhoods that are ethnic enclaves and work in small businesses in the minimum and sub-minimum wage economy.

The Commission should require States to integrate private and parochial school administrations and representatives from immigrant groups more actively both in the development of State plans and in actual service activities.

America's future depends more than ever on our ability to bridge all these enormous gaps, and community service—building a sense of civic responsibility—offers our single greatest hope.

INCANDESCENT YOUTH

Roger Landrum

Youth service is a national treasure of the American people, but that does not mean it should be a government program. The National and Community Service Act is an important piece of the strategy for involving many more people of all ages and backgrounds in service programs, but that does not mean federal support should be the centerpiece of a strategy for expanding the youth service movement.

We are very fortunate that over the last decade many diverse, quality youth service programs have been developed at local levels. Most have been created by extraordinarily talented and entrepreneurial local leaders with a genius for working with young people and communities. All sorts of organizations have become involved: private and public schools, colleges and universities, nonprofit organizations, full-time youth corps, wild card associations of young people, and, in some cases, city and state governments. This is one of the country's most exciting social movements.

This decentralized system of youth service is still fairly small, but it is a rock-solid foundation of know-how and leadership upon which to build something of genuine scope and power. This is an essential point because our preeminent policy goal should be to build institutions that last over many generations, skillfully embedded in the American social culture, step by step. We should be determined not to let ourselves become distracted by quick fixes and passing fads.

It is equally important for political, foundation, corporate, and institutional leaders at all levels to recognize that the leadership for unifying and expanding the youth service program network has come from a handful of nonprofit and nongovernmental organizations, following a coherent set of principles of best practice. Organizations such as Campus Compact, Campus Outreach Opportunity League (COOL), National Association of Service and Conservation Corps, Youth Service America, National Youth Leadership Council, YouthBuild USA, Youth Volunteer Corps of America and others, in association with local programs, have created a rooted youth service movement. There is no better strategy for developing national youth service than massive capital investment by government, foundations and corporations in these organizations. We should not try to replace the expertise of these organizations with expanded governmental bureaucracy.

The youth service field does need more extensive government, foundation, corporate and individual support to stabilize and expand exemplary programs and to create additional programs to reach many more young people. We know from a wide range of youth service programs that they provide something missing in our society—active and positive roles for young people in their communities; a harness for idealism and energy; immersion in an atmosphere of esprit de corps and civic values; a strengthening of the country's ethic of service, democratic traditions and sense of common destiny; and new skills, self-discipline and self-esteem. What better investment can the American people make?

And so the National and Community Service Act, which has already made important contributions to the youth service field, does need reauthorization and improvement. It needs to be revised to support directly the best *national* demonstration programs already underway, not just state programs, including those involving younger teenagers, like the Youth Volunteer Corps of America. The Act also should directly support the national, state and regional leadership organizations that are leveraging the successes of the field. Other kinds of government support are also needed, from existing resources in the federal departments of Education, Labor and Interior, for example.

But a lot more than federal funding is needed. For every dollar of government support, equal attention must be given to finding matching dollars of corporate, foundation and other kinds of support. Our ultimate goal and strategy must be to create a decentralized system of national youth service reaching all young people and in which everyone has invested.

As William James wrote many years ago in *The Moral Equivalent of War*, it is "only a question of blowing on the spark until the whole population gets incandescent."

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A STEP IN THE RIGHT DIRECTION

Jane Quinn

The National and Community Service Act represents a step in the right direction for youth policy in this country. This legislation has many strengths, not the least of which is that it provides funding for local programs that are developmental in their orientation. Like the Act itself, which attempts to build on current structures and services, any work to modify the Act at the reauthorization stage should build on its strengths, while also attending to its weaknesses. I would like to outline the strengths and weaknesses—from the vantage point of someone who has been studying the delivery of community programs for young adolescents for the past two-plus years.

As currently written, the Act has a number of key **strengths**: (1) Its design is quite comprehensive, offering components for in-school and out-of-school youth, for school-based and community-based approaches, for younger and older youth, and for full- and part-time service; (2) Its governance and administrative structure (the Commission on National and Community Service) provides a useful model for other public-private partnerships; (3) Its intention to build on existing knowledge and on existing systems is both sound and clear.

How, then, could the Act be strengthened? I first outline the **weaknesses** as I see them, and then offer specific ideas for constructive change. The major weaknesses include: (1) a decided orientation toward older youth; (2) not enough emphasis on active youth participation in meaningful decision-making; (3) inadequate emphasis on existing research knowledge as the basis for program design; (4) inadequate emphasis on community-based approaches; and (5) inadequacy of overall funding levels, particularly in Serve-America.

These weaknesses could be addressed through the following steps:

(1) Expand program components that encourage younger age groups to become involved in service activities. The Act should capitalize on the documented interest of young adolescents (ages ten to fifteen) and even of younger elementary-age children in community service and action. Current research and practice offer examples of children as young as age six eagerly engaging in service activities. We have the knowledge to implement age-appropriate programs with younger children, and this approach offers many advantages, not the least of which is activating the service norm that the Act so eloquently addresses.

(2) Expand program components that encourage active youth participation. Many youth service programs around the country are adult-driven. Such programs miss important youth development opportunities. Young people need practice in identifying problems, in making meaningful decisions, and in exercising real authority. The Act should build on the experience of well-designed programs that deliberately seek to empower young people by providing opportunities for youth to engage in *all* aspects of community service and action, including studying community problems, selecting the one or ones to tackle, assessing alternative solution strategies, seeking and securing funding, implementing their ideas, reflecting on their experiences, and evaluating results.

(3) Reward programs that build on the best available current knowledge. Research clearly indicates, for example, that girls have more altruistic attitudes than boys and that they are more likely to engage in community service. Yet few programs seek to address this critical gender difference. Similarly, active involvement in religious organizations correlates highly with volunteerism among young people, yet few secular programs seek to collaborate with religious institutions in their design and implementation. The several landmark studies on youth attitudes and behaviors around community service —including the Independent Sector's 1990 national survey on volunteering and giving among American teenagers, Girl Scouts of the U.S.A.'s 1989 study on the beliefs and moral values of America's children, and the work of Dan Conrad and Diane Hedin on experiential education (1981) and youth service (1987)—can provide useful grist for the program developer's planning mill.

(4) Increase emphasis on community-based approaches. Although youth agencies and other community organizations worked hard to ensure that community-based agencies were written into the original legislation, their participation is subsumed into the broad Serve-America category that also includes elementary and secondary schools and school volunteer programs. Given the rich tradition of community organizations in involving young people in service programs, and given the documented need of youth for constructive activities during the 40 percent of their waking hours that can be considered discretionary, the Act should be more explicit in encouraging the expansion of programs sponsored by community-based agencies during the non-school hours (after school, on weekends, during summer vacations).

(5) Increase overall funding levels. Compared to the need and opportunity that exist across our vast country, this year's $63 million grants allocations seem quite modest. For example, the $16.3 million allotted for the Serve-America component, when divided 49 ways (47 states, District of Columbia, and Puerto Rico), ends up providing very little money to any particular jurisdiction. This may be enough to make a dent, but is it enough to make a difference?

Finally, the major weakness of the National and Community Service Act has little to do with the specific legislation itself. Its chief failing is that it is largely stand-alone legislation. Since we have no real youth policy in this country, this Act must "act" alone. The work of strengthening this legislation will require a two-pronged effort: (1) taking several discrete steps, such as those outlined above; and (2) working to ensure that the National and Community Service Act becomes part of a richer fabric of American public policy designed to foster healthy development among all of our children and

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youth. One of the Act's most laudable features is its stated goal of "renewing the ethic of civic responsibility in the United States." But we all know that responsibility is a two-way street. As we ask our young people to commit their time, talents, and energies to voluntary service, let us ask ourselves what we adults promise in return. The National Commission on Children urges our society to move "beyond rhetoric." I greatly look forward to the day when America's public policy makes an overt statement of our vision for and commitment to our children and youth—and then backs up that statement with the resources needed to make good on our promises.

INCENTIVES FOR HIGH QUALITY IN SERVICE-LEARNING

Joan Schine

The National and Community Service Act has awakened new interest in voluntary citizen service, particularly school-based community service. Schools, state departments of education, local school boards and community agencies are exploring ways of involving young people in meaningful roles in the community. This Act takes its place alongside the handful of legislative initiatives that do not simply set aside funds and promote specific action, but that represent a vision. If realized, this vision—the "renewal of the ethic of civic responsibility in the United States"—can create major change in our national life. It can restore the traditional American view that each of us, regardless of age, ethnicity, occupation or gender, has a stake in the well-being of the community as a whole, and has the capacity to contribute to that well-being.

The Serve-America program currently provides $16.3 million nationwide for service-learning innovations from preschool through elementary and secondary schools. This funding, roughly 26 percent of the total allocation under the Act, can also support the involvement of adult volunteers in the schools. Yet, if this legislation is truly to renew the ethic of civic responsibility, if it is to "encourage citizens . . . to engage in full- or part-time service" over the long term, Serve-America is the portion of the Act that holds the greatest promise of long-lasting impact on the attitudes and behaviors of Americans into the 21st century—and should be funded accordingly.

Many young people who experience the personal rewards of service, who witness how their participation benefits their community and its members, will develop a commitment to service that will reach far beyond their school experience. When these early experiences are carefully planned, when the young volunteer is helped to understand the community's needs and to acquire the skills for meeting those needs, the seeds of lifetime citizen participation take root. But when the learning component is left to chance, or slipped in as an afterthought, the likelihood of lasting impact is greatly reduced.

The Commission should stress the importance of training and reflection, offering substantial support to states, districts or schools for approaches that ensure that the "learning" is as effective as the "service" in "service-learning." If the potential of this section of the Act is to be fulfilled, however, a more generous proportion of the total budget must be allocated to school-based community service, or service-learning.

The Commission can include in the reauthorization legislation incentives that will encourage the development of programs of high quality—programs that will not only permit youth to contribute effectively in the present, and move them toward responsible citizenship — but that also respond to their developmental needs. It must be made clear that "service-learning" is not simply the phrase of the moment, but that service and learning are truly inseparable; that a school that does not provide for substantial learning directly connected to the service experience will not meet the criteria for Serve-America.

In addition, Serve-America can demonstrate that service is not the special province of the privileged, but the opportunity and obligation of everyone. The Act should emphasize the inclusive nature of school-based service; the Commission might consider providing incentives for schools that find ways to provide authentic service opportunities for youngsters with special needs, for those who must hold after-school jobs, or for those with limited English language proficiency.

Finally, we need to recognize that the age range from kindergarten to grade twelve is a wide one. A service-learning design that spans the years from five to eighteen must be realistic. In the earliest years, the emphasis should be on developing the attitudes and behaviors that will engender a commitment to service as the individual moves out of the self-absorption of the early childhood years. Establishing a climate of caring, of respect for the feelings and rights of others, an atmosphere where children are expected to respect property and to exercise courtesy and consideration, is the essential precursor to introducing service-learning. Staff development, helping teachers to discover and adopt those practices that create such a climate in the primary grades, may be the most effective way to promote service-learning at that level.

It is in the middle school years that Serve-America can have its most significant impact. And because this is so, the Commission should consider devoting a larger proportion of the support for school-based programs to this segment of the school population. The early adolescent—unsure, seeking new relationships, trying to make sense of a world that is at once strange and familiar, testing values, coping with physical and emotional changes, searching for stability and something to believe in—wants desperately to be trusted, to test herself in adult roles. It is at this stage of development that the emerging individual will make choices that may determine the course of a life. In service learning, the idealism of early adolescence finds an outlet, the need to explore new roles in the larger world is met, and school work becomes more meaningful as it is connected to the service experience. Moreover, by early adolescence, young people are able to master complex skills; they are able to respond to the needs of others appropriately and with empathy; the community reaps real benefits from their contributions.

The other subtitles of the National and Community Service Act, affecting higher education, conservation and youth service corps, and programs involving individuals ages 17 and older, will have their advocates, and deservedly so. As Congress reconsiders the Act, it can, by providing major support for Serve-America, and establishing incentives for making service-learning an integral part of all K–12 education, take a significant step toward renewing the "ethic of civic responsibility." The Congress has a rare opportunity to look beyond the immediate impact of this legislation to the long-lasting effects of preparing a generation for a new kind of participatory citizenship.

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THE SECOND HALF OF THE AMERICAN DREAM

Michael Sherraden

Everyone can be great because everyone can serve.

Martin Luther King

The American Dream is usually described in terms of self-interest, individual effort, and material acquisition. But this is not the whole story. Voluntary participation, no less than material acquisition, has been a hallmark of America since the beginning. Indeed, voluntary participation is the counter-balance to material self-interest, and this counter-balance is the key to dynamic and democratic community life. Martin Luther King's vision of service captures this important second half of the American Dream: "Everyone can be great because everyone can serve."

The word Dr. King chose was *everyone*. He particularly had in mind the poor as well as the rich, African Americans as well as European Americans, and city dwellers as well as those who live on farms and in small towns.

This broad and participatory ideal of service is deeply rooted in American history and the social fabric. It is a vision far superior to an elitist and paternalistic idea of service confined to "points of light" shining onto unfortunate souls. (Are we to presume that those who receive these lofty lumens reside in the darkness?) The American Dream is about the democratic involvement and broad participation of *everyone*.

It is helpful to take a long-term view. In pre-industrial America, young people were, for good and ill, deeply involved in the labor force. Work was the primary activity through which the young "grew up," participated in society, and became independent adults. Over time, young people were gradually pushed out of the labor market. At the same time, involvement in education increased. Today, schooling has become the dominant social institution for young people. But schools cannot do everything for everybody. There is, at this juncture in history, an "institutional gap" that leaves many teenagers and young adults without desirable options. Many of the "youth problems" that we see today are the result of these long-term historical trends. We need a new social institution that enables young people to participate in society in responsible and recognized roles at earlier ages. This new institution should be flexible and integrated with work and schooling to allow—indeed, encourage—diverse pathways through the adolescent and young adult years.

In a study of non-military service around the world (*The Moral Equivalent of War?* 1990), Donald Eberly and I concluded that the major purposes and effects of non-military service were in two areas: commonweal interests and productivity. Commonweal interests refers to cultural integration and citizenship behaviors. It includes the development of racial and ethnic tolerance, problem-solving skills, and community involvement. Productivity refers to economic and social development, that is, real contributions to society.

In the sense of service as Martin Luther King envisioned it, national and community service should have two primary goals: the promotion of broad participation and the undertaking of projects of true significance and sufficient scope to make genuine contributions to society.

The Commission on National and Community Service is on the right track in encouraging the development of diverse local programs in a decentralized structure. The role of federal and state governments should be to build policy and financial incentives that promote local creativity and innovation.

But the scope should be bolder. The vision should not be merely new programs, but an entirely new institution involving hundreds of thousands, perhaps millions, of young people. When Franklin D. Roosevelt created the Civilian Conservation Corps, he did not have in mind a demonstration program. He did not set up a commission to study the idea. Roosevelt initiated the CCC as a sweeping policy response to a national crisis. Today, young people in America are in a crisis that is in some respects more threatening than in the 1930s. Let us stop tinkering around. The scope of funding and development should be multiplied several times over.

From where would the money come? One suggestion is to require that a certain percentage of federal youth spending—which is overwhelmingly focused on juvenile crime, mental illness, drug and alcohol abuse, and the like—be used for programs that promote healthy youth development, such as community and national service. What should the percentage be? Fifty percent would seem to be a reasonable figure. Why should the U.S. government spend more on youth problems than on healthy youth development? Let us get our national priorities straight.

On a smaller but still significant scale, we can return the College Work Study Program to its legislatively intended purpose of community service. The universities have captured this federal spending—nearly a billion dollars a year—as a subsidy for their operations. A shocking 95 percent of work-study students work on campus. Let us return this funding to community service.

Consistent with these suggestions, the youth research agenda should be more focused on normal development. The U.S. government spends hundreds of millions of dollars each year to study mental health problems, delinquency, AIDS-related behaviors, teen pregnancies, and a host of other adolescent problems. At the same time, it spends almost nothing to study normal developmental processes, constructive community activities, youth organizations, and community service programs. In general, we should look more toward social health, promotion of mutual understanding, community participation, and citizenship. Studies of service programs would be an important part of this research agenda. In the tradition of pragmatic social scientists like John Dewey, William James, Jane Addams, and Morris Janowitz, we should build practical and applied social sciences that are focused not only on the analysis of problems, but also on the creation of solutions.

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BOOKENDS OF A STRONG DEMOCRACY: THE NATIONAL SERVICE TRUST FUND AND THE SOCIAL SECURITY TRUST FUND

Michael Brown

Over the course of his presidential campaign, and throughout the transition process, President Clinton spoke often and passionately about the idea of national service and proposed a National Service Trust Fund under which young people could earn educational benefits through community service. In and of itself, national service is perhaps the most stirring and evocative idea on the American agenda. Although it is not a panacea, national service can help to (1) reinvigorate citizenship and idealism by challenging young people to meet the needs of the nation; (2) complete the Civil Rights movement by uniting young people from all races and socio-economic backgrounds for a common public purpose; (3) fundamentally improve economic opportunity for young people through "life-changing" benefits tied to national service; (4) "reinvent government" by using new and entrepreneurial ideas to build new sets of institutions; (5) give young people the skills and confidence they need to lead empowered lives; and (6) meet pressing national and local needs.

In thinking about national service, a good place to start is with Social Security. It is clear now, 60 years after its enactment, how Social Security transformed America. People used to work for years, dedicating their entire lives to productive purposes, and then be left to age into poverty. In fact, Social Security is now such a foundation of American democracy that there is no need to catalogue its virtues. But as the country searches for the means to "re-invent" government and build a "post-entitlement" future, it is important to look at Social Security as a prime example of "what works."

First, Social Security is an "earned" benefit rather than an entitlement; it avoids both the stigma and the long-term political viability problems of welfare and other "unearned" benefits. Second, it is universal in its participation, and therefore universal in its appeal and political support; it is a shared American experience. Third, Social Security fundamentally changes people's lives for the better by largely eliminating the economic fear of aging in a modern industrial democracy: people's lives are changed not merely as they retire, but in the *decisions* they are free to make throughout their lives. Social Security was a quantum leap forward for American democracy. It not only ended the moral outrage of leaving successive generations of productive, hardworking Americans to literally fend for themselves as they aged and retired; it also fundamentally redefined the relationship among citizens, and between citizens and their government.

In this regard, President Clinton's call for a National Service Trust Fund should be seen squarely and clearly for what it is: a "bookend" to the Social Security Trust Fund, and nothing less than the boldest, most imaginative new democratic (small "d") institution proposed in several generations. Like Social Security, benefits under the National Service Trust Fund should be earned, universal (i.e., open to all Americans) and life-changing. Unlike Social Security benefits, national service benefits should come at the beginning of one's adult life and be earned through an intensive (year or more), full-time "investment," rather than through small investments (e.g., FICA) over a lifetime. Taken together, these two "bookend" trust funds define comprehensively a remarkable opportunity for American democracy, while underscoring the idea that with rights come responsibilities, and with the meaning of those responsibilities come the benefits of citizenship.

Within this concept of two trust funds as "bookends" is a whole theory of democracy, including its subsets of social mobility, citizenship, even social justice. For example, what does America "owe" its citizens? A college education? home ownership? seed capital to start a business? apprenticeship training for a trade? The old consensus had been that America did not "owe" any of these things to any citizen in particular, but rather the country owed every citizen fair and equal opportunity to attain them. In the period since the Great Society, this consensus broke down over the *means* of providing this opportunity. The means that is now most out of favor is that of the "entitlement." Clearly, the country seeks a "post-entitlement age" governing philosophy. And just as Social Security was the centerpiece of the pre-entitlement age, the National Service Trust Fund should be the centerpiece of the post-entitlement age.

Specifically, over the next four, eight, twelve—even twenty years, America should strategically capitalize a National Service Trust Fund and allow an ever increasing number of Americans the opportunity to draw "life-changing benefits" from it as a post-service award for having dedicated a year or more to meeting pressing community and national needs in an accredited youth service program. These post-service benefits should offer young people a wide range of opportunities from which they can choose their own path to fulfilling the American Dream, including: college (four or two year); training or apprenticeship program; training wage or internship voucher (benefits given to employers to hire); seed capital for starting a small business; or down payment or mortgage payments on a home.

The National Service Trust Fund should serve exclusively as a benefit pool designed to provide post-service benefits to graduates of accredited national service programs. The Trust Fund should not provide programs

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with operating monies. In this way, the American people should be given the opportunity to fall in love with the *idea* of the National Service Trust Fund, and not have their affections tied to the success or failure of any specific national service program. Other federal legislation could be designed to provide funding for effective national service programs.

The American people will support the Trust Fund only if they see that it fundamentally enlarges opportunity for millions of Americans—including their own children. A basic formula could tie service to benefits, such as $5,000 in benefits from the Trust Fund for each six months of service. It is critical that the post-service benefits be high enough so that most Americans (especially America's parents) see that one or two years in a youth corps means real opportunity to meet such goals as a four-year college education. Political calculations might prompt some to bring down the level of post-service benefit to include more people initially. This would be a mistake. Americans will be willing to pay for national service only if they see that the benefit is high enough to make a real difference in their lives or in their children's. A too-low post-service benefit could actually lose support for national service.

The American people should feel that they "own" the Trust Fund and people should be able to donate to it, and leave money (untaxed?) to it in their will. People who use the benefits and succeed financially should feel a responsibility to contribute to it, as do successful college alumni. Accordingly, the Trust Fund should be established as a unique public trust fund, capitalized initially and periodically with both federal funds and private funds, but not subject to being a part of the federal budget. The funds should be managed like a pension fund, and grown through careful investment, perhaps even with bonding authority (through which other government projects could be financed). Leading investment bankers should be asked to manage the fund *pro bono* to achieve the maximum rate of return.

Where would the service programs come from such that thousands of Americans could earn these life-changing benefits? First and foremost, neither the federal government, nor for that matter the state and local governments, would need to create *all* of these programs. Programs could be linked through a national idea, a national strategy, and strategic federal funding and technical assistance. But national service must never become the exclusive province of the federal government. Rather, programs should have many "investors," including federal, state and local governments and the private sector—meaning both companies and individuals. In particular, private sector support will infuse national service with an entrepreneurial spirit, and make it accountable to a bottom-line oriented constituency. Programs should seek not just tax dollars, but charitable contribution dollars directly from citizens at large, like the money people lovingly give to their church or college alma mater.

The key idea here is that a "market" should be created to promote the development of outstanding national service programs. A major lesson should be taken from the development of the Macintosh computer. Apple Computer developed the Macintosh and put it on the market with almost no software available for it —essentially challenging talented software developers to write software for this exciting new machine. Overnight, Apple created a market for Macintosh software.

To put national service in computer terms, the National Service Trust Fund should be seen as the innovative "hardware" and the programs through which young people earn Trust Fund benefits should be seen as the "software" of national service. In other words, the federal government can create a "market" for outstanding national service programs by capitalizing a National Service Trust Fund and then "accrediting" programs such that graduates of those programs receive Trust Fund benefits. Programs that test different models, and different funding mechanisms should be piloted, and the exist-ing national service infrastructure should be grown to much larger capacity.

Healthy competition should develop among federal, state, local and non-profit national service programs. Accreditation should be done carefully to ensure excellence in programming, but not so rigidly as to stifle creativity. Perhaps all or most programs should contain basic elements of a national service program, such as reflection. Accreditation should also be tied to a strategic plan under which the number of national service graduates could all be accommodated at any given time to receive benefits from the Trust Fund.

The acid test for national service is simply this: Americans must *delight* in national service. They must embrace national service. They must love national service—both for the opportunity that the National Service Trust Fund provides, and for the way the national service experience meets pressing needs and enhances the lives of those who serve. National service must be worthy of their love. Americans must delight in national service because they will have to pay for it and, most importantly, those young people in full-time service will be their own sons, daughters, brothers, sisters and grandchildren. And those young people won't be in a laboratory or in outer space: they'll be living in their homes and serving in their streets, everyday, in front of everyone's nose. The American people will be evaluating national service on a daily basis. If it's not working, we won't have to wait for a major GAO study to tell us so.

But if young people grow and mature through service beyond their years, if real and pressing needs are met, if the very sight of a team of diverse corps members in uniforms hard at work sends shivers of inspiration down the spines of passersby, if we can tap the idealism of youth like the oil gusher that it truly is—then look out! Like Social Security, national service will be woven into the fabric of American life. It will delight the nation, and jumpstart America's democracy.